

Social Security Bulletin

April 1939

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Special Articles

**Covered Workers and Average and Median
Taxable Wages in 1937**

British Contributory Pensions

Public Aid for the Care of Dependent Children

Financing Old-Age Insurance

Family Composition in the United States

SOCIAL SECURITY BOARD

WASHINGTON, D. C.

Volume 2

Number 4

SOCIAL SECURITY BOARD

WASHINGTON, D. C.

ARTHUR J. ALTMAYER, *Chairman*

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SOCIAL SECURITY IN REVIEW

PUBLIC hearings on social security legislation were continued through the month of March by the Committee on Ways and Means of the House of Representatives. On March 17, the Committee, after meeting in executive session, announced its decision on one of the questions under consideration:

"A number of witnesses have requested to be heard in opposition to any change in the existing law exempting religious, educational, and non-profit organizations, also agricultural help and household (domestic) help, from the provisions of the Social Security Act.

"The Committee has unanimously decided that in any bill reported in respect to these exemptions there will be no change in existing law. The Committee has voted to defer any action at this session of Congress.

"This action has been taken and this announcement made at this time so that persons interested in appearing before the Committee will be saved the time, expense, and trouble of so doing."

During the following week the Secretary of the Treasury, Henry Morgenthau, Jr., appeared before the Committee and presented a number of recommendations on financial provisions of the act relating to old-age insurance, and more particularly to the old-age reserve account, which had been one of the major topics under study by the Committee. Mr. Morgenthau discussed the major factors which should be considered in connection with old-age insurance financing and outlined four alternative rate schedules for old-age insurance contributions. (See pages 19-23 of this issue of the Bulletin for a summary of various official recommendations concerning old-age insurance.)

On March 29, Arthur J. Altmeyer, Chairman of the Social Security Board, again appeared before the Committee and began a detailed presentation of specific proposals to implement the Board's recommendations for changes in the act. Mr.

Altmeyer's testimony and cross-examination by the Committee extended over several days, during which virtually every phase of the social security program was touched upon.

A bill incorporating one of the amendments to the Social Security Act which had been recommended by the Board was reported to the House by the Committee on Ways and Means on April 4. The bill, which had been introduced by Congressman Doughton, Chairman of the Committee, would amend section 301 of the act to authorize annual appropriations of \$80 million for grants to the States for administration of their unemployment compensation laws. A similar bill was also introduced in the Senate on April 4 by Senator Green of Rhode Island. Mr. Altmeyer had informed the Committee that the \$49 million appropriated for this purpose for the current fiscal year (the maximum amount authorized under the present law) would be exhausted before the end of April and had requested immediate consideration of a measure to increase the amount authorized.

State legislatures also have continued active consideration of social security measures during recent weeks. Among the many hundreds of bills dealing with various aspects of social security which have been introduced during 1939 sessions of State legislatures, those in the field of old-age security are probably the most numerous. Such wide variations are found in the types of measures in this field now under consideration that general trends are virtually indistinguishable. A substantial number, however, appear to have a common objective—to make more generous provision for the aged population. There has also been considerable activity in State legislation in the field of unemployment compensation, as indicated in the summary of recent changes in State laws appearing on pages 38-44 of this issue of the Bulletin.

LEGISLATURES in a large group of States are now able to consider the experience gained in a full year of benefit-payment operations under their unemployment compensation laws. In February 1939, as this group of States began the second year of benefit payments, another group rounded out the first complete month of full operation of their laws. Benefit payments in that month amounted to more than \$34.5 million, according to reports received by the Social Security Board. For the States which paid benefits throughout both months the amount reported for February was slightly lower than the total for the previous month. Increases of 20 percent or more were reported, however, for nine of these States.

OBLIGATIONS amounting to more than \$45.1 million were incurred for February for payments to recipients of public assistance in States operating plans approved by the Social Security Board. Of this total, about \$35.2 million represented payments to more than 1.8 million recipients of old-age assistance in the 51 jurisdictions with plans in operation. Nearly \$8.9 million represented payments in 41 jurisdictions on behalf of 663,000 dependent children in about 272,600 families; and a little more than \$1 million was for payments to nearly 44,000 recipients of aid to the blind in 42 jurisdictions. The average payment per recipient for the month for old-age assistance was \$19.51, ranging from \$6.11 in Arkansas to \$32.47 in California; for aid to the blind the average payment per recipient was \$23.31, and individual State averages ranged from \$6.61 in Arkansas to \$47.96 in California; the average payment per family receiving aid to dependent children for the month was \$32.51, ranging from \$8.13 in Arkansas to \$63.84 in Massachusetts.

Total payments for all types of public assistance and earnings of persons employed on Federal work programs in the continental United States amounted to nearly \$316.9 million for February, according to data compiled by the Social Security Board on the basis of reports by Federal and State agencies. Of this total nearly 15 percent represented obligations incurred for payments to recipients of old-age assistance, aid to the blind, and aid to dependent children (including payments made by States and localities without the aid of Federal funds). Earnings of persons

employed on projects operated by the Works Progress Administration accounted for more than \$152.1 million, or about 48 percent of the combined total for all assistance and work programs. The revised series of statistics of all types of public aid in the continental United States (see pages 45-58) is supplemented in this issue for the first time by comparable data for the several States.

MORE THAN 17,000 claims for lump-sum payments under the old-age insurance program were certified to the Treasury during February. These claims amounted to nearly \$1.2 million, or an average of \$66.83. During the month, 311,643 employee account numbers were issued under the program, and the cumulative total of such numbers issued by the end of the month was 43,357,589. More than 100 million wage items for the calendar year 1938 had been received in the Baltimore offices of the Bureau of Old-Age Insurance by the end of the month, each representing an item reported by an employer of the amount of taxable wages paid to a worker for one of the four reporting periods.

THE FIRST session of the 1939 White House Conference on Children in a Democracy is to be held in Washington on April 26, according to a recent announcement by the Secretary of Labor, Frances Perkins. President Roosevelt will be Honorary Chairman of the Conference and Katherine F. Lenroot, Chief of the United States Children's Bureau, is to serve as Secretary. The Chairman of the Social Security Board is included among the officials of the Federal Government who are to serve on the Planning Committee for the Conference. This Conference will be the fourth in a series of White House Conferences on Child Welfare, of which the first, officially known as the Conference on Care of Dependent Children, met in Washington in 1909. The second, the Conference on Child Welfare Standards, was held under the auspices of the Children's Bureau in 1919, with the support of President Wilson. The third Conference, called by President Hoover, was the White House Conference on Child Health and Protection, held in 1930. The Planning Committee for the Conference will include representatives of various Federal agencies, members of the medical profession, and individuals prominent in the fields of religion, education, and social welfare.

OLD-AGE INSURANCE: COVERED WORKERS AND AVERAGE AND MEDIAN TAXABLE WAGES IN 1937

MAX J. WASSERMAN AND JOHN R. ARNOLD *

In 1937 a total of approximately 32 million persons in employments covered by the Federal old-age insurance system received taxable wages in the amount of \$29.1 billion. Tabulations now available include reports posted by July 9, 1938, comprising data for 30.5 million employees, or about 96 percent of the estimated total of 32 million, and \$26.9 billion, or about 93 percent of the total reported wages. The significance of the number of employees in employment covered by old-age insurance can be brought out more plainly by comparison with the volume of old-age insurance account numbers issued through 1937 and with the total gainfully occupied population in that year.

Through December 31, 1937, a cumulative total of 36.7 million account numbers had been assigned. The 30.5 million wage earners covered by the tabulation account for 83.1 percent of this total, and the estimated total of 32 million employees for 87.2 percent. The actual proportion of account holders who received wages in covered employment, however, was somewhat higher, since the total of account numbers includes those issued to applicants who became 65 or died after they obtained their account numbers but before the beginning of 1937 and hence could not have received taxable wages during that year. Account numbers also have been issued to persons 65 and over for use in connection with State unemployment compensation systems and for other reasons, though they were ineligible to participate in the old-age insurance system. It is evident, therefore, that comparatively few persons who did not have a good chance of finding some employment in covered industry had applied for account numbers by the end of 1937. This fact is probably connected with the upward trend in business

activity and employment during most of 1937.

It may be anticipated that compilation of 1938 wage reports will show that a relatively smaller proportion of account-number holders received taxable wages. During this year nearly 6 million additional account numbers were assigned. Persons reaching the age of 65 during that year dropped out of coverage, but for every person reaching age 65, it is estimated by the Bureau of Old-Age Insurance, three young people seeking to establish themselves in covered employment obtained account numbers. Finally, a recession in business reduced the number of jobs available and at the same time may have stimulated applications for account numbers from adults who had been employed normally outside of covered industry or not employed at all.

The number of wage earners in covered employment in 1937 may be compared with the estimate from the 1937 Census of Partial Employment, Unemployment and Occupations of the number of persons who were "employed or available for employment"¹ when this census was made in November 1937. On the complete returns for the enumerative check areas in each State, obtained to complement the original voluntary reports, it was estimated that there were 54.5 million employable persons in the ages 15-74.² This figure can best be compared with the total of 32 million recipients of taxable wages by adjusting both to apply to ages 15-64. If this is done, the number of persons in covered employment was approximately 60 percent of the total number of employables. The remainder would include persons engaged only in occupations not covered by old-age insurance, employable persons aged 65-74, and a substantial number of persons who were unemployed or were working on relief projects.

* Mr. Wasserman is Chief of the Statistics Section and Mr. Arnold is in charge of the Wages and Employment Unit in the Statistics Section, Analysis Division, Bureau of Old-Age Insurance. This article is the second in a series. For a general summary of 1937 wage reports see the March Bulletin, pp. 3-9, "Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937," by John J. Corson, and pp. 72-81 for tabulations.

¹ The term "total employables" is used subsequently in this article for the sake of brevity. The definition used in the 1937 enumeration is comparable in general to the definition of "gainful workers" used in the census of 1930.

² Census of Partial Employment, Unemployment and Occupations: 1937, *Final Report on Total and Partial Unemployment*, Vol. IV, p. 20.

Average and Median Taxable Wages in 1937

The average amount of taxable wages per employee shown by the Social Security Board's tabulation for 1937 is \$890.³ If the total reported taxable earnings of \$29.1 billion are divided by the estimated total of 32 million employees, the average is slightly higher—\$910. These figures, of course, are below the average total income of the workers concerned, since earnings other than wages from employment covered by the old-age insurance system are not reportable, and since, even in types of employment covered by the act, wages in excess of \$3,000 received in the service of any one employer and for employment after age 65 are not included.

An approach to the actual average of total earnings in covered employment in 1937 can be made by using estimates of the National Income Section of the Bureau of Foreign and Domestic Commerce, which place the total wages and salaries received in the United States in 1937 at \$42.8 billion.⁴ Segregation of the items in this total which relate to covered occupations provides an estimate for the latter of approximately \$31.2 billion. This amount exceeds the total taxable wages reported for 1937 by approximately \$2.1 billion, not quite 7 percent of the larger figure. Data are not available to indicate to just what extent this discrepancy is to be attributed to the exclusion from taxable wages of amounts in excess of \$3,000 and wages paid to persons aged 65 and over. The amount of taxable wages also includes some payments in excess of \$3,000, which are taxable when received from more than one employer. These represent, however, only a very small percentage of the total. The estimated \$31.2 billion for all wages and salaries in covered occupations in 1937 would represent an average of \$975 per capita for the estimated 32 million workers.

The median amount of taxable wages reported for 1937, as shown by the present tabulation, was \$723, or substantially less than the average of \$890. The fact that a median is much smaller than the corresponding average means that the

³ This average is based on totals which exclude employees holding railroad retirement account numbers and employees whose age, sex, or race is unknown.

⁴ U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce, *Income in the United States, 1929-37*, p. 37 (table 15).

individual items tend to concentrate toward the lower end of the series. From the distribution by uniform intervals of earnings, shown in table 1, it appears that 39 percent of the total number of workers had less than \$500 in reported taxable wages, 63 percent less than \$1,000, 80 percent less than \$1,500, 91 percent less than \$2,000, 95 percent less than \$2,500, and 97 percent less than \$3,000.

The largest group in any interval, in fact, is that of the workers whose taxable earnings amounted

Table 1.—*Old-age insurance: Total number of employees and total taxable wages, with percentage distributions, by intervals of earnings, United States, 1937*¹

[Data are preliminary and subject to revision; corrected to Mar. 25, 1939]

Interval of earnings	Employees		Reported taxable wages	
	Number	Percent of total	Amount	Percent of total
Total ²	30,157,694	100.0	\$26,825,366,241	100.0
\$1-\$499.....	11,650,529	38.6	2,213,313,362	8.2
\$500-\$599.....	4,412,090	14.6	170,762,319	.6
\$600-\$699.....	2,248,961	7.5	230,018,345	1.2
\$700-\$799.....	1,801,661	6.0	446,532,206	1.7
\$800-\$899.....	1,642,580	5.4	572,185,442	2.1
\$900-\$999.....	1,545,237	5.1	693,815,050	2.6
\$1,000-\$1,499.....	7,328,788	24.3	5,433,074,914	20.3
\$1,500-\$1,599.....	1,521,163	5.1	834,116,761	3.1
\$1,600-\$1,699.....	1,539,184	5.1	997,467,708	3.7
\$1,700-\$1,799.....	1,538,485	5.1	1,152,841,818	4.3
\$1,800-\$1,899.....	1,363,962	4.6	1,182,686,486	4.4
\$1,900-\$1,999.....	1,335,994	4.4	1,265,962,141	4.8
\$2,000-\$2,499.....	5,272,263	17.5	6,486,142,544	24.2
\$2,500-\$2,999.....	1,239,327	4.1	1,299,440,408	4.9
\$3,000 and over.....	1,109,722	3.7	1,270,258,925	4.7
\$1,000-\$1,199.....	1,075,405	3.6	1,341,119,951	5.0
\$1,200-\$1,299.....	984,382	3.3	1,325,063,719	4.9
\$1,300-\$1,399.....	863,427	2.8	1,250,239,541	4.7
\$1,400-\$1,499.....	3,087,185	10.2	5,306,682,731	19.8
\$1,500-\$1,599.....	826,990	2.7	1,279,343,740	4.8
\$1,600-\$1,699.....	683,659	2.3	1,126,892,389	4.2
\$1,700-\$1,799.....	583,298	1.9	1,025,504,475	3.8
\$1,800-\$1,899.....	560,605	1.9	1,032,494,553	3.9
\$1,900-\$1,999.....	432,633	1.4	842,447,774	3.1
\$2,000-\$2,499.....	1,334,475	4.4	2,958,638,213	11.0
\$2,500-\$2,999.....	376,899	1.3	772,281,375	2.9
\$3,000 and over.....	307,425	1.0	659,618,697	2.5
\$2,000-\$2,199.....	246,807	.8	561,563,611	2.1
\$2,200-\$2,299.....	210,822	.7	495,054,271	1.8
\$2,300-\$2,399.....	192,522	.6	470,120,259	1.7
\$2,400-\$2,499.....	604,894	2.0	1,647,115,903	6.1
\$2,500-\$2,599.....	151,461	.5	385,728,833	1.4
\$2,600-\$2,699.....	141,488	.5	373,605,293	1.4
\$2,700-\$2,799.....	112,156	.4	307,799,392	1.2
\$2,800-\$2,899.....	97,293	.3	277,029,440	1.0
\$2,900-\$2,999.....	102,498	.3	302,952,945	1.1
\$3,000 and over.....	879,560	3.0	2,780,398,574	10.4

¹ Compilation based on wage items posted by July 9, 1938, relating to 93 percent of total taxable wages reported for 1937 and 96 percent of estimated total number of employees receiving such wages in 1937. These reports comprised \$26.9 billion in taxable wages paid to 30.5 million employees. Of these numbers there are here excluded further 77,632 employees holding railroad retirement account numbers, and their taxable wages of \$17,472,692, and 267,085 employees whose sex or race is unknown, and their taxable wages of \$40,740,243. These represent 1.1 percent of the total number of employees and 0.2 percent of the total taxable wages.

to less than \$100. There were 4.4 million of these persons, accounting for nearly 15 percent of the total number covered by the tabulation. Persons earning less than \$200 in taxable wages numbered about 6.7 million, and those earning less than \$300 approximately 8.5 million; while those whose taxable wages were under \$400 and under \$500 amounted to about 10.1 and 11.7 million, respectively. The accompanying chart, showing employees and wages by intervals of earnings, illustrates this distribution.

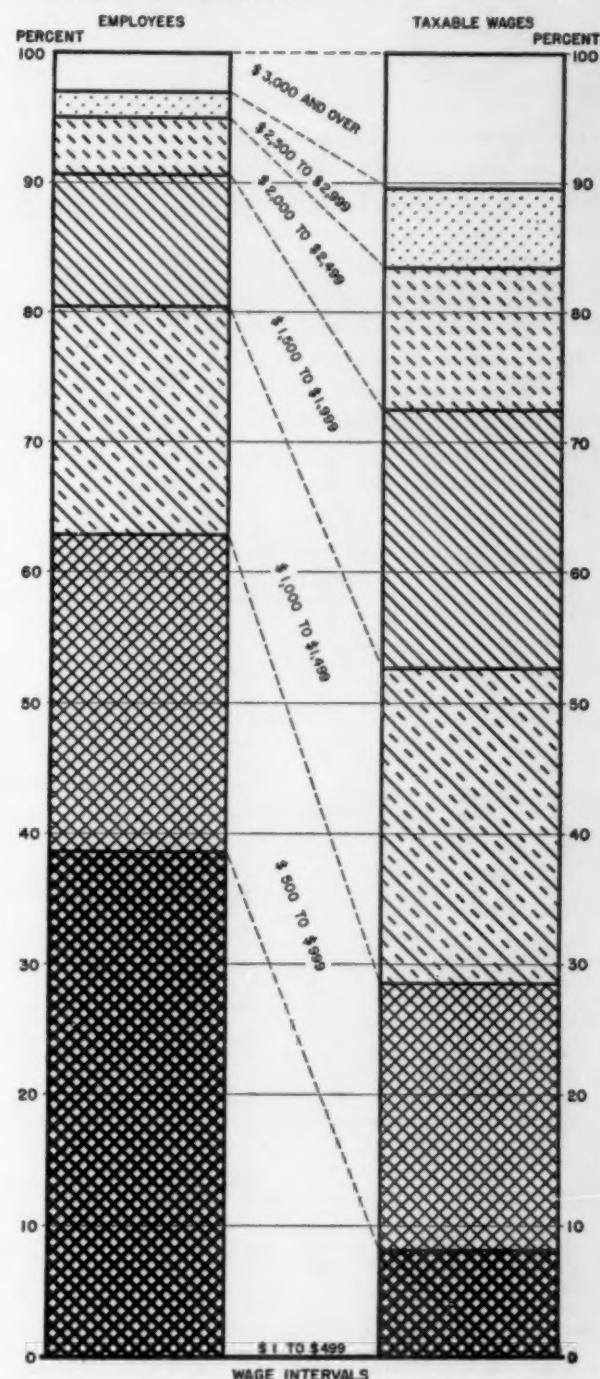
These figures, taken in conjunction with the exclusion from taxable wages of all payments for service in noncovered occupations, make it plain that a substantial proportion of the workers accounted for by the tabulation must have had less than full-time employment, in any sense of the term, in covered employment in 1937 and that the figures given for average wages do not reflect earnings in full-time employment.

The persons who worked in covered occupations on a part-time basis, in the broadest sense of that term, include two groups of special importance from the standpoint of the present analysis. These are, first, the employees who received the greater part of their earnings in noncovered occupations, and, second, those whose earnings were mainly in covered employment but who were employed only at certain seasons or intermittently. The latter group is divided, in turn, into two classes. The first consists of housewives, students, and others who had no gainful employment for the greater part of their time, and the second of persons who were partly unemployed because of inability to find jobs. Finally, there are the persons who were engaged more or less continuously in covered employment but who worked for less than some standard number of hours per day or days per week.

There is at present no definite evidence as to the number of part-time employees in covered employment in 1937 who belong in any of these groups. The number of those who received the greater part of their total earnings in noncovered occupations, plus those who had only seasonal or intermittent employment, may not have differed greatly from the 8.5 to 11.7 million persons whose taxable wages amounted to less than \$300 to \$500. The extent to which these amounts may be taken to represent part-time or

intermittent work varies, according to prevailing wage rates, for different parts of the country.

Chart I.—Percentage distribution of all employees and their total taxable wages, by intervals of earnings, United States, 1937¹



¹ See footnote 1, table 1.

Table 2.—Old-age insurance: Average and median taxable wages per employee and percentage distribution of total employees by intervals of earnings, by States, 1937¹

State and division	Reported taxable wages per employee		Percentage distribution of total employees by interval of earnings						
	Average	Median	\$1-\$499	\$500-\$999	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,499	\$2,500-\$2,999	\$3,000 and over
			38.6	24.3	17.5	10.2	4.4	2.0	3.0
Total.....	\$890	\$723							
New England.....	902	769	33.5	29.9	19.0	9.4	3.8	1.8	2.6
Maine.....	662	514	49.3	27.4	14.0	5.2	1.8	.9	1.4
New Hampshire.....	745	648	40.6	31.5	17.4	6.2	2.1	1.0	1.2
Vermont.....	735	602	44.3	27.6	15.9	7.1	2.5	1.2	1.4
Massachusetts.....	933	787	32.2	29.9	18.9	9.9	4.2	2.0	2.9
Rhode Island.....	873	741	32.6	34.4	17.6	8.2	3.2	1.6	2.4
Connecticut.....	994	883	27.8	29.0	22.3	11.4	4.5	2.1	2.9
Middle Atlantic.....	1,013	862	31.3	25.4	19.9	11.4	5.3	2.6	4.1
New York.....	1,042	866	31.2	25.1	18.8	11.4	5.5	3.0	5.8
New Jersey.....	993	833	31.9	26.0	19.5	11.4	5.3	2.5	3.4
Pennsylvania.....	978	868	31.0	25.6	21.8	11.6	4.9	2.2	2.9
East North Central.....	1,020	908	31.2	23.0	20.9	13.8	5.5	2.4	3.2
Ohio.....	1,025	923	30.2	23.5	21.7	13.5	5.5	2.4	3.2
Indiana.....	907	783	36.5	23.5	20.1	11.2	4.6	1.8	2.8
Illinois.....	1,029	879	31.4	24.3	19.9	11.8	5.8	2.8	4.0
Michigan.....	1,102	1,059	27.9	19.5	22.3	18.9	6.1	2.5	2.8
Wisconsin.....	928	811	35.2	23.6	20.0	12.3	4.6	1.8	2.5
West North Central.....	778	600	44.9	23.9	15.9	8.2	3.4	1.4	2.8
Minnesota.....	845	686	41.0	23.6	17.5	9.9	3.7	1.6	2.7
Iowa.....	725	544	47.7	23.7	15.6	7.1	2.9	1.2	1.8
Missouri.....	835	674	40.5	26.3	16.6	8.4	3.6	1.7	2.9
North Dakota.....	612	384	56.2	20.7	12.0	5.9	2.6	1.1	1.5
South Dakota.....	629	375	56.3	19.5	12.4	6.3	3.0	1.2	1.3
Nebraska.....	689	477	51.1	22.3	14.3	6.3	2.7	1.3	2.6
Kansas.....	702	480	51.0	20.7	14.2	8.1	3.2	1.2	1.6
South Atlantic.....	671	402	51.0	25.8	11.8	5.7	2.6	1.2	1.9
Delaware.....	870	672	42.5	21.6	17.2	8.5	3.9	2.1	4.2
Maryland.....	835	671	40.9	25.5	16.7	8.8	3.9	1.8	2.4
District of Columbia.....	891	679	40.7	24.7	14.8	8.7	4.7	2.6	3.8
Virginia.....	663	483	51.0	26.3	12.2	5.5	2.3	1.0	1.7
West Virginia.....	905	832	34.1	24.4	23.6	10.8	3.8	1.5	1.8
North Carolina.....	576	465	52.4	32.5	8.6	3.2	1.5	.6	1.2
South Carolina.....	518	399	57.1	29.8	7.8	2.6	1.2	.6	.9
Georgia.....	562	381	58.3	25.5	8.1	3.7	1.8	.9	1.7
Florida.....	523	284	64.7	19.0	8.0	4.0	1.9	.9	1.5
East South Central.....	603	420	55.0	25.1	10.9	4.7	1.9	.9	1.5
Kentucky.....	682	525	48.6	25.7	15.0	5.8	2.3	1.0	1.6
Tennessee.....	608	427	54.6	25.8	10.6	4.6	1.9	.9	1.6
Alabama.....	615	458	52.7	28.0	10.4	4.7	2.0	.9	1.3
Mississippi.....	413	200	72.7	16.6	5.3	2.7	1.2	.5	1.0
West South Central.....	676	410	54.8	20.1	10.5	7.7	3.4	1.4	2.1
Arkansas.....	520	313	62.7	21.8	7.6	4.3	1.7	.7	1.2
Louisiana.....	639	396	56.3	21.9	9.5	6.0	3.0	1.2	2.1
Oklahoma.....	761	497	50.1	18.7	12.4	10.8	4.0	1.6	2.4
Texas.....	688	413	54.5	19.5	10.7	7.9	3.6	1.5	2.3
Mountain.....	754	524	48.9	20.4	14.3	9.2	3.9	1.4	1.9
Montana.....	852	643	43.6	20.3	14.8	12.2	5.0	2.0	2.1
Idaho.....	645	401	55.0	19.8	12.7	7.5	3.1	.9	1.0
Wyoming.....	782	536	48.4	18.2	14.7	11.0	4.7	1.4	1.6
Colorado.....	747	558	48.1	21.8	15.4	7.9	3.3	1.4	2.1
New Mexico.....	677	417	54.3	19.6	12.0	7.9	3.4	1.2	1.6
Arizona.....	751	516	49.0	20.8	13.4	9.4	4.3	1.4	1.7
Utah.....	776	547	47.9	19.4	15.3	10.0	3.9	1.4	2.1
Nevada.....	853	623	44.5	20.3	14.0	11.3	6.0	1.7	2.2
Pacific.....	893	722	40.5	21.2	17.4	10.9	5.2	2.0	2.8
Washington.....	869	729	40.2	21.6	19.5	10.3	4.5	1.6	2.8
Oregon.....	799	639	43.7	22.6	17.6	9.1	3.7	1.4	1.9
California.....	912	734	40.2	20.9	16.9	11.3	5.5	2.2	3.0
Alaska.....	846	569	46.5	20.3	12.8	9.9	6.1	2.4	2.0
Hawaii.....	535	282	63.2	19.7	8.4	3.9	1.8	1.0	2.0

¹ Compilation based on wage items posted by July 9, 1938, relating to 93 percent of total taxable wages reported for 1937 and 96 percent of estimated total number of employees receiving such wages in 1937. These reports comprised \$26.9 billion in taxable wages paid to 36.5 million employees.

Excludes from each State total employees holding railroad retirement account numbers and those whose sex or race is unknown. These aggregate 344,717 employees, or 1.1 percent of the total.

Average and Median Wages by States

Geographic distribution of the 1937 taxable wages reported for individuals is made according to the State in which a worker was employed during the period for which taxable wages were paid. There is a complication when employees received wages in two or more States, since the earnings tabulated were totals for the year. In the process of summarizing mechanically the wage items reported by different employers for such an employee, the plan adopted was to reproduce on the card the first change in the State code; all his wages were then tabulated under that State, and other States in which he worked subsequently were disregarded.

The average taxable earnings per employee for individual States—which, as has been previously pointed out, are less than these workers' average total earnings—vary from a low of \$413 in Mississippi to a high of \$1,102 in Michigan. There is an evident tendency for this variation to correlate with such social and economic factors as the racial composition of the population, the degree of urbanization, and the relative importance of

manufacturing, of mining, or of the industries on the borderline of agriculture.

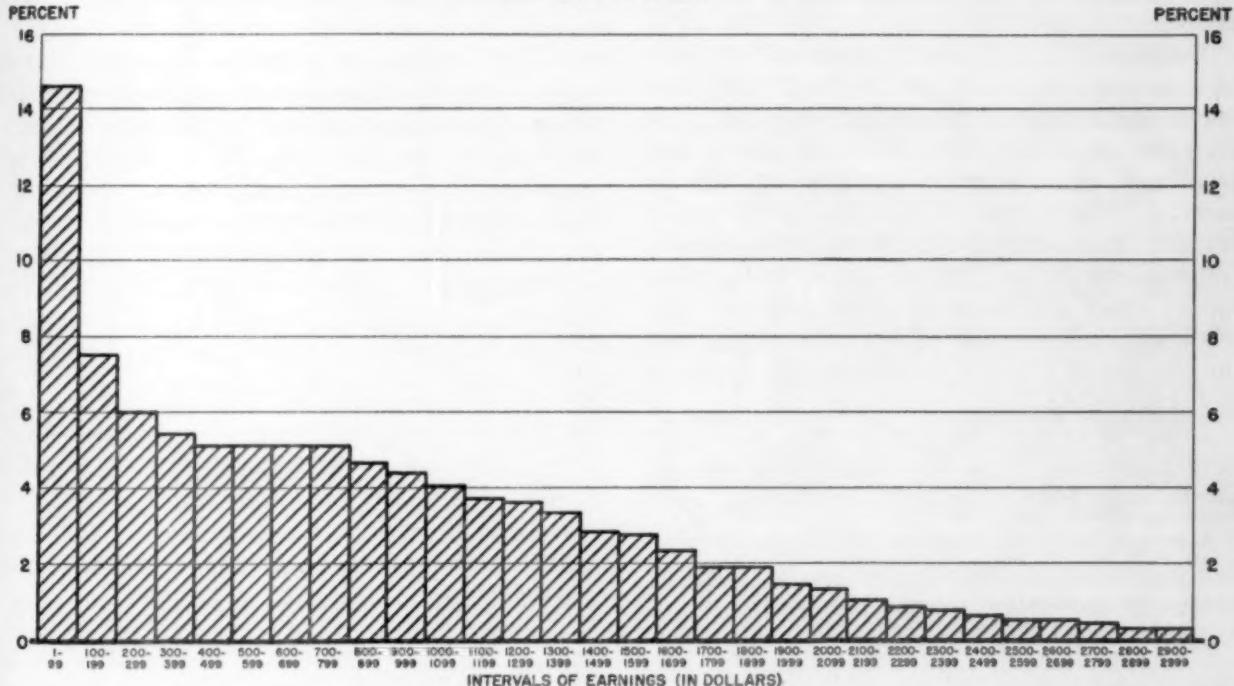
Average earnings per employee are highest in southern New England, the northern Middle Atlantic States, and the more industrialized part of the Middle West. All but 1 of the 11 States in these areas⁵ show average earnings above the general average for the country and in excess of \$900, and 7 show averages of more than \$950. Only 3 other States—West Virginia, California, and the District of Columbia—show averages higher than that for Rhode Island, the lowest of the 11.

The groups of States with the next highest average earnings are the southern Middle Atlantic and the Pacific.⁶ All but 1 of these 7 States show average earnings above \$800; and the average for Oregon, the single exception, is \$799. Of the remaining 33 States only 5 show averages above \$800. The Pacific States form an area with a substantial proportion of urban population, but one which is relatively more important for

⁸ Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, Ohio, Indiana, Illinois, Michigan, and Wisconsin.

• Delaware, District of Columbia, Maryland, West Virginia, Washington, Oregon, and California.

Chart II.—Percentage distribution, by intervals of earnings, of total employees¹ covered by old-age insurance, United States, 1937



¹ Excludes employees holding railroad retirement account numbers, those whose sex or race is unknown, and those earning \$3,000 or over. These aggregate 1,224,277, or 4.6 percent of the total.

agriculture and less important for manufacturing than southern New England, the northern Middle Atlantic States, and the heart of the Middle West. The southern Middle Atlantic States are extensively industrialized, but they are on the border with respect to racial distribution.

Next come the groups of the Mountain States, of Texas and Oklahoma, and of northern New England.⁷ Of the 13 States in these areas only 2—Montana and Nevada—show average earnings in excess of \$800; and only 1—Idaho—an average of less than \$650. With the possible exception of New Hampshire, these are groups of States in which agriculture, including stock raising, is of great relative importance. The northern New England States are also important industrially, but they are little urbanized, and their averages for a year are affected by summer-resort employment, which, of course, is only seasonal. The western States which show the highest averages in these areas are important for mining or for oil production.

In the little urbanized or industrialized group of Prairie States, two—Kansas and Nebraska—show averages between \$705 and \$650, and two—the Dakotas—between \$650 and \$600. On the border between this group and the industrialized part of the Middle West are Missouri, Minnesota, and Iowa, which show intermediate averages between \$850 and \$700.

The remaining 11 States,⁸ in the Southeast, have high proportions of Negro workers. Of these States the 5 most industrialized and urbanized (Virginia, Kentucky, Tennessee, Alabama, and Louisiana) show average earnings of \$600 or more; 1—Mississippi—of less than \$500; and 5 between \$500 and \$600. Seven of these 11 Southeastern States show averages below those for all other jurisdictions except Hawaii. The relatively high average of \$846 for Alaska and the low one of \$535 for Hawaii are the results of highly specialized local conditions.

As in the case of the country as a whole, the median earnings for all the individual States are substantially lower than the corresponding aver-

ages, indicating that the tendency of the earnings of individuals to concentrate in the lower intervals is characteristic of all. The proportions falling below any given line of demarcation vary from State to State, but the variations tend to correlate with the differences in average earnings. This relationship is indicated in table 2, which shows, by States, the number of employees distributed by \$500 intervals of earnings, with the corresponding averages and medians. The 11 States with the lowest percentages of employees with reported wages of less than \$500 account for all the northern Middle Atlantic, the industrialized Middle Western, and the southern New England areas, which have the highest averages and medians. On the other hand, the 12 States with the highest percentages of employees in this earnings interval include 7 of the 11 in the Southeastern, and 2 of the 4 in the Prairie area, which have the lowest averages and medians. Similarly, 10 of the 12 States with the highest percentages of employees with reported wages of \$2,500-\$2,999 are in the northern Middle Atlantic, industrialized Middle Western, and southern New England areas; while 10 of the 14 with the lowest percentages in this interval are in the Southeastern area.

There is an occasional exception to this relationship between State average earnings and State distributions of employees by earnings. The District of Columbia—probably because it consists of a single city and because of conditions reflecting its position as the National Capital—has a larger percentage of its employees in the \$2,500-\$2,999 interval than its average earnings would suggest. The same, for different local reasons, is true of Alaska, and to a less marked extent of Delaware and Montana. In the case of Idaho the percentage of employees earning less than \$500 is high relative to the State average, while the percentage earning from \$2,500 to \$2,999 is low. The first of these peculiarities shows up also in the case of Texas, but the latter does not. West Virginia shows a low percentage of employees earning less than \$500 in proportion to its average, and Maine and New Hampshire relatively low percentages in the \$2,500-\$2,999 interval.

⁷ Montana, Idaho, Wyoming, Colorado, Utah, Nevada, New Mexico, Arizona, Texas, Oklahoma, Maine, New Hampshire, and Vermont.

⁸ Virginia, North Carolina, South Carolina, Georgia, Florida, Kentucky, Tennessee, Alabama, Mississippi, Louisiana, and Arkansas.

FAMILY COMPOSITION IN THE UNITED STATES

BARKEV S. SANDERS*

COMPREHENSIVE information on the composition of families in the United States has been available only on the basis of items tabulated by the United States Census and, of course, for no period later than 1930. Estimates of family income and its distribution among the population as a whole have necessarily been based on sample data and have limitations for many types of analyses. Of the two most comprehensive recent studies in this field, one¹ provides data for 1929, when economic conditions were dissimilar to those of subsequent years, and the other, relating to 1935-36, is admittedly inadequate for the large relief population in that period and unsuitable for certain analyses of other groups.² Important as these two studies are, they are restricted in their application insofar as relation between income and the family composition is concerned. Information on family composition and on family income and especially on the interrelations of these two factors in family security is of vital importance to the Social Security Board. Only through such data can the Board evaluate the scope and adequacy of present Federal-State operations in the fields of public assistance and social insurance or prepare the estimates of the coverage and costs requisite for consideration of the future development of these or other provisions for social security.

Judgment of the optimum use of available funds—for example the relative urgency of measures to promote the security of children or of the aged—requires information as to the extent to which young and old persons are members of families of given types and incomes. To consider questions of social and fiscal policy such as those involved in a proposed extension of the old-age insurance program to provide benefits to specified dependents of deceased wage earners, it is necessary both to estimate the present and future numbers of individuals of designated age or marital status and to evolve benefit scales and project cost estimates on the basis of information as to the bio-legal relationship of these persons to

the groups of covered workers at given income levels. The need for continuing analyses of these types is the greater in a period like the present when there are evident changes in economic and social aspects of family life and when the declines of past decades in birth rates and death rates and the post-war restriction of immigration are operating to effect important changes in the ratios of children and of the aged to the total population.

Data Available From National Health Survey

A unique opportunity to obtain information on many such points, and especially on the interrelation of family composition and family income, was presented by data recorded in the National Health Survey, made in the winter of 1935-36 as a project of the Works Progress Administration under the supervision of the United States Public Health Service.³ The completed schedules of the survey were made available to the Social Security Board, and tabulation of data basic to social security operations was inaugurated in February 1938 in Richmond, Virginia, as a WPA project (No. 365-31-3-5) under the supervision of the Board's Bureau of Research and Statistics. This article outlines briefly the basis, purpose, and scope of this study of family composition. Subsequent articles will report the results of specific analyses.

Size and Basis of the Family Sample

The family composition study is based on schedules of the National Health Survey obtained in a house-to-house canvass of nearly 740,000 households, of which 703,000 were in urban and 37,000 in rural areas. The urban sample comprises more than 2,500,000 persons, representing nearly 4 percent of the urban population enumerated in the 1930 census; the rural sample includes 140,500 individuals. The former included data from 83 cities in 18 States; data obtained in the original survey for 12 additional cities were discarded because of inadequacies of one type or another.

*Bureau of Research and Statistics, Division of Health Studies. This article is the first in a series.

¹ Leven, Moulton, and Warburton, *America's Capacity to Consume*, 1934.

² National Resources Committee, *Consumer Incomes in the United States*, August 1938, p. 2.

³ U. S. Public Health Service, National Institute of Health, *The National Health Survey 1935-36: Significance, Scope and Method of a Nation-Wide Family Canvas of Sickness in Relation to its Social and Economic Setting*, 1938.

The rural sample includes data from 23 rural counties in 3 States.

The cities were selected for the survey on the basis of size and geographic location so as to give a representative sample for the urban population as a whole. In the rural counties and in the cities with less than 100,000 population in the 1930 census (except for Montgomery, Alabama) every household was canvassed. In the larger cities census enumeration districts or parts of such districts were selected on a representative basis, and every household in a selected area was canvassed; the households included in the survey and in the family study ranged from about one in three or four in middle-sized cities to one in 38 in New York City. Table 1 shows the numbers and percentages of rural and urban households.

Table 1.—Number and percentage¹ of households canvassed in cities and rural counties included in the National Health Survey and used in the study of family composition in the United States, by States

State and city	Households canvassed		State and city	Households canvassed		State and city	Households canvassed	
	Number	Percent of total in city or county		Number	Percent of total in city or county		Number	Percent of total in city or county
Total, urban and rural.....	739,835		Michigan.....	40,607		Oregon.....	22,013	
Urban, total.....	703,032		Detroit.....	21,383	5.3	LaGrande.....	2,264	100.0
Alabama.....	28,900		Flint.....	4,826	12.5	Portland.....	10,328	11.0
Birmingham.....	11,173	18.9	Grand Rapids.....	5,112	11.2	St. Helens.....	1,279	100.0
Eufaula.....	1,412	100.0	Houghton.....	991	100.0	Salem.....	8,142	100.0
Gadsden.....	5,525	100.0	Port Huron.....	8,295	100.0	Pennsylvania.....	63,381	
Greenville.....	1,048	100.0	Minnesota.....	35,199		Duryea.....	1,729	100.0
Montgomery.....	9,742	50.0	Chisholm.....	1,778	100.0	Indiana.....	2,490	100.0
California.....	45,825		Minneapolis.....	12,296	9.1	Lebanon.....	6,412	100.0
Chico.....	2,539	100.0	St. Paul.....	12,900	14.2	Philadelphia.....	32,359	6.6
Grass Valley.....	1,507	100.0	Willmar.....	1,799	100.0	Pittsburgh.....	20,391	12.2
Jackson.....	683	100.0	Winona.....	6,426	100.0	Texas.....	46,017	
Los Angeles.....	26,297	5.5	Missouri.....	44,546		Amarillo.....	11,091	100.0
Napa.....	1,812	100.0	Chillicothe.....	2,135	100.0	Dallas.....	10,898	14.5
Oakland.....	8,361	8.9	Clinton.....	1,646	100.0	Houston.....	11,728	12.5
Vallejo.....	4,626	100.0	St. Louis.....	24,116	11.1	Weatherford.....	1,497	100.0
Georgia.....	13,831		Springfield.....	16,649	100.0	Wichita Falls.....	10,793	100.0
Atlanta.....	10,737	14.2	New Jersey.....	29,204		Utah.....	10,474	
Brunswick.....	3,094	100.0	Bridgeton.....	4,419	100.0	Bingham Canyon.....	905	100.0
Illinois.....	42,357		Lambertville.....	1,100	100.0	Eureka.....	651	100.0
Benton.....	2,107	100.0	Newark.....	13,999	12.6	Salt Lake City.....	7,775	20.6
Chicago.....	38,501	4.2	Somerville.....	2,106	100.0	Tooele.....	1,143	100.0
Normal.....	1,749	100.0	Trenton.....	7,580	24.7	Virginia.....	14,809	
Louisiana.....	23,868		New York.....	91,719		Covington.....	1,501	100.0
Abbeville.....	1,373	100.0	Buffalo.....	24,055	16.7	Farmville.....	857	100.0
Bossier.....	917	100.0	Hudson.....	3,185	100.0	Richmond.....	12,541	24.9
Minden.....	1,401	100.0	Newark.....	1,861	100.0	Washington.....	23,038	
Monroe.....	6,985	100.0	New York City.....	48,278	2.6	Ellensburg.....	1,466	100.0
New Orleans.....	13,192	11.0	Penn Yan.....	1,514	100.0	Olympia.....	3,721	100.0
Massachusetts.....	57,683		Syracuse.....	12,826	19.9	Seattle.....	9,724	10.0
Boston.....	29,758	14.3	Ohio.....	60,471		Spokane.....	8,127	25.0
Fall River.....	10,481	33.1	Cincinnati.....	12,549	10.0	Rural, total.....	36,803	
Greenfield.....	4,045	100.0	Cleveland.....	31,993	14.3	Georgia (16 counties).....	12,102	100.0
Ipswich.....	1,448	100.0	Columbus.....	11,057	12.4	Michigan (4 counties).....	10,634	100.0
Pittsfield.....	11,951	100.0	Franklin.....	1,088	100.0	Missouri (3 counties).....	14,067	100.0
Wilmington.....			Lima.....	11,285	100.0			
			Wilmington.....	1,499	100.0			

¹ Based on number of households as enumerated in the 1930 census.

The Sample in Relation to 1930 Census Data

As will be seen from table 2, the urban sample included in the National Health Survey is very similar to the total urban population enumerated in the 1930 census with respect to distribution of population by major geographic areas. The urban sample shows a slightly lower percentage for the East and a slightly higher one for the West than was found in the census data; for the other two major areas—Central and South—the same percentages are reported in both enumerations. With respect to distribution by size of city, the divergencies are larger. There is a marked deficiency in the sample's representation of population in cities of less than 25,000.

A distribution of the urban sample population by age groups, sex, and marital status indicates that there is in general a close correspondence in

Table 2.—Percentage distribution of the urban population canvassed in the National Health Survey and of the total 1930 urban population, by geographic area and by size of city

Geographic area	Percent distribution		Size of city	Percent distribution	
	National Health Survey	1930 urban population ¹		National Health Survey	1930 urban population ¹
	All	100	All	100	100
East	37	39	500,000 or more	43	29
Central	33	33	100,000-499,999	31	23
South	18	18	25,000-99,999	14	19
West	12	10	Under 25,000	12	29

¹ Fifteenth Census of the United States: 1930, *Population*, Vol. II.

Source: U. S. Public Health Service, National Institute of Health, *The National Health Survey, 1935-1936, Significance, Scope and Method*, 1938, p. 5.

these characteristics with the urban population enumerated in 1930. In considering the data given in table 3, allowance must be made for differences in definitions for persons classified in the category "widowed, divorced, and separated." The family study, contrary to census usage, included unmarried parents in this group and also listed as "separated" husbands and wives who were reported as having been absent from the household for a month or longer, unless the absence was due to hospitalization. These differences in classification tend to explain the higher percentages shown for this group in the sample population.

It is probable also that the lower percentages of single persons aged 60 and over reported for the sample arise from an under-enumeration of single aged persons, many of whom doubtless were in institutions and hence not reached in a house-to-house canvass. For children under 16 the sample showed a somewhat smaller percentage than was reported in the 1930 census. This discrepancy doubtless is due to the upward trend in age distribution of the total population; the percentage found in the sample is the same as that indicated in the "medium" estimate of the National Resources Committee for the population in 1935.⁴ In general it may be concluded that the sample urban population closely approximates the total population of 1930 with respect to major age groups, and distribution by sex and marital status. The differences indicated in table 3 are not large and are to be explained primarily by differences in

definitions adopted for the family composition study in view of the purposes for which analysis was undertaken.

The number of families included in the rural sample of the National Health Survey is relatively small and highly restricted in geographic location. As might be anticipated, comparison of this sample with the rural population enumerated in 1930 indicates a somewhat less satisfactory agreement. (See table 4.) In general, however, the similarities are sufficiently close to warrant use of the rural sample as a valuable, if not wholly precise, indication of characteristics to be found in the rural

Table 3.—Distribution by marital status of urban sample of persons of given age and sex compared with a similar distribution of the urban population of the United States in 1930¹

Sex, age, and marital status ²	Family composition study		United States census	
	Number of persons	Percent- age dis- tribution	Number of persons	Percent- age dis- tribution
Males aged 16-59	775,187	100.0	21,890,236	100.0
Married ³	482,225	62.2	13,412,411	61.3
Widowed, divorced, or separated ⁴	38,773	5.0	703,823	3.6
Single	254,189	32.8	7,684,002	35.1
Females aged 16-59	833,336	100.0	22,305,057	100.0
Married ³	508,724	59.6	14,030,925	63.0
Widowed, divorced, or separated ⁴	108,385	12.7	1,046,964	8.7
Single	236,227	27.7	6,307,158	28.3
Males aged 60 and over	102,249	100.0	2,658,329	100.0
Married ³	71,329	69.8	1,818,098	66.4
Widowed, divorced, or separated ⁴	24,691	24.1	607,307	22.9
Single	6,229	6.1	232,024	8.7
Females aged 60 and over	122,413	100.0	2,975,830	100.0
Married ³	44,653	36.5	1,134,174	38.1
Widowed, divorced, or separated ⁴	67,852	55.4	1,551,456	52.1
Single	9,908	8.1	200,200	9.5
Males aged 65 and over	63,719	100.0	1,624,497	100.0
Married ³	41,209	64.8	1,032,526	63.6
Widowed, divorced, or separated ⁴	18,703	29.5	459,677	28.3
Single	3,657	5.7	132,294	8.1
Females aged 65 and over	78,875	100.0	1,892,198	100.0
Married ³	22,922	29.1	576,378	30.5
Widowed, divorced, or separated ⁴	49,859	63.2	1,138,467	60.1
Single	6,094	7.7	177,348	9.4

¹ Excludes persons of unknown age and persons under 16 years of age. The proportion of the latter in the urban sample to the total urban population was 25.9 percent; the corresponding percentage in the 1930 census was 27.9. In the National Resources Committee's medium estimate of the 1935 population, persons under 16 constituted 25.9 percent of the total. Data are preliminary.

² The census classifies as "married" all individuals who were married and living apart whether legally separated or not. The study classifies such persons as "separated;" absence of the spouse for a month or more was considered to constitute separation. The study also includes unmarried parents in this classification.

⁴ National Resources Board, *Estimates of Future Population by States, 1934*.

population as a whole, the more so since existing economic and social data for the rural population are even more fragmentary and limited than data on urban population.

Purpose and Scope of the Study

The purpose of the study undertaken by the Social Security Board has been to obtain for this large and generally representative group of the population an analysis of family composition and size in terms of the biological and legal relationships pertinent to consideration of present and potential measures for social security. For this purpose, persons in the households canvassed were classified in terms of "bio-legal" families as defined below. The definition used in the family composition study differs from the 1930 census definition of "private families" ⁵ in that it was so formulated as to make it possible to identify, within a household, the members of the family whose relationship to the head, by blood or law, constitutes a legal claim on him for support. The 1930 census definition of private families, on the other hand, may include in a family all members of a household related by blood or marriage even though the relationship (cousin, niece, nephew, married sons and daughters, and so on) does not imply, in social insurance usage, that they are actual or potential dependents of the head of the family group.

The family composition study provides the following information for each bio-legal family: its location by city and State; its farm or nonfarm origin; the length of time the family has been established and the period during which it has lived in the particular city and house; the number of intercity moves made by the family in the last 10 years or since its formation; the relationship of each family to others in the household where there are two or more bio-legal families in the household; number of persons in the family and the number per family of persons under 16 years of age, of gainfully occupied persons, and of veterans; the annual income of the family; data concerning home ownership, indicating value of home or the rental paid; number of persons per room; race and nativity of parents; and for each member of the family the age, education, occupation, employment status, and relationship to the head of the family. The

Table 4.—*Distribution by marital status of rural sample of persons of given age and sex compared with a similar distribution of the rural population of the United States in 1930*¹

Sex, age, and marital status ²	Family composition study		United States census	
	Number of persons	Percentage distribution	Number of persons	Percentage distribution
Males aged 16-59	38,485	100.0	15,463,007	100.0
Married ³	24,467	63.6	9,303,023	60.2
Widowed, divorced, or separated ³	1,667	4.3	527,531	3.4
Single	12,351	32.1	5,631,853	36.4
Females aged 16-59	38,907	100.0	14,177,836	100.0
Married ³	26,985	69.2	9,923,724	70.0
Widowed, divorced, or separated ³	3,599	9.2	848,443	6.0
Single	8,413	21.6	3,405,669	24.0
Males aged 60 and over	8,737	100.0	2,568,713	100.0
Married ³	6,349	72.6	1,776,089	68.4
Widowed, divorced, or separated ³	1,892	21.7	582,543	22.4
Single	496	5.7	240,061	9.2
Females aged 60 and over	7,657	100.0	2,134,313	100.0
Married ³	3,827	50.0	1,042,380	48.8
Widowed, divorced, or separated ³	3,489	45.6	953,098	44.7
Single	341	4.4	138,835	6.5
Males aged 65 and over	5,760	100.0	1,693,708	100.0
Married ³	3,939	68.4	1,084,011	64.0
Widowed, divorced, or separated ³	1,505	26.1	461,374	27.2
Single	316	5.5	148,323	8.8
Females aged 65 and over	5,063	100.0	1,410,350	100.0
Married ³	2,079	41.0	570,822	40.5
Widowed, divorced, or separated ³	2,763	54.6	748,460	53.1
Single	221	4.4	91,068	6.4

¹ Excludes persons of unknown age and persons under 16 years of age. The proportion of the latter in the rural sample to the total rural population was 33.2 percent; the corresponding percentage in the 1930 census was 36.7. In the National Resources Committee's medium estimate of the 1935 population, persons under 16 constituted 34.0 percent of the total. Data are preliminary.

² The census classifies as "married" all individuals who were married and living apart whether legally separated or not. The study classifies such persons as "separated"; absence of the spouse for a month or more was considered to constitute separation. The study also includes unmarried parents in this classification.

information is placed on punch cards so that any of the items enumerated above can be cross-tabulated against any other item or items to indicate interrelationships.

Definition of Bio-Legal Family

A "bio-legal" family is defined for purposes of this study as comprising (a) one or both spouses and their unmarried children, if any, including adopted or foster children, living together as a family unit; or (b) *unmarried* sisters and/or brothers, including adopted or foster brothers and sisters, living together as a family unit; or (c) per-

⁵ *Fifteenth Census of the United States: 1930, Population, Vol. VI*, pp. 5-6.

sons living in extra-familial groups, as here defined, or by themselves, who are considered as separate one-person families. Among the 740,000 households canvassed there were nearly 978,600 bio-legal families, including 931,400 in the urban and 47,200 in the rural sample. In the surveyed population as a whole and in both the urban and rural samples there is an average of 1.3 bio-legal families per household.

The families enumerated in this study have been classified in five major categories as follows, according to membership and the relationship of the members to the head:

1. *Husband and wife families.* Families with both spouses, with or without children.
2. *Husband or wife families, husband.* Families with only the male spouse, with or without children.
3. *Husband or wife families, wife.* Families with only the female spouse, with or without children.
4. *Nonparent families, male.* Families without either spouse, with an unmarried male as the head, with or without sisters and/or brothers.
5. *Nonparent families, female.* Families without either spouse, with an unmarried female as the head, with or without sisters and/or brothers.

Table 5 shows the numbers of families of these various types and the numbers of individuals in such families. For both the urban and the rural sample populations, by far the largest number of persons—76.9 percent and 81.9 percent, respec-

tively—were in families including both husband and wife, with or without children. Such families comprised 59.5 percent of all urban families and 65.5 percent of the families in the rural areas. In both urban and rural areas, the next largest group, in terms of the numbers of families and also of

Table 5.—*Number of bio-legal families of given type and number of persons in such families*

Type of family ¹	Number of families			Number of persons		
	Total	Urban	Rural	Total	Urban	Rural
Total.....	978,548	931,369	47,179	2,644,568	2,504,104	140,464
Husband and wife.....	585,079	554,176	30,903	2,041,498	1,926,389	115,109
Husband or wife (husband).....	67,173	63,599	3,574	100,848	95,386	5,462
Husband or wife (wife).....	183,995	176,844	7,151	339,113	325,847	13,266
Nonparent (male).....	66,004	62,782	3,222	74,764	70,984	3,780
Nonparent (female).....	76,297	73,968	2,329	88,345	85,498	2,847

¹ According to membership and the relationship of the members to the head. Data are preliminary.

individuals concerned, was that comprising families in which the wife was the head and the husband was dead or absent. These families include 13.0 percent and 9.4 percent, respectively, of the persons comprised in the urban and rural samples, and represent 19.0 percent and 15.2 percent of the families in those samples. Families classified under each of the other three types represent from 3 to 4 percent of the total number of individuals and from 5 to 8 percent of the total number of families in the population canvassed.

The next article on the study of family composition in the United States will consider the distribution of the families and individuals according to economic status.

BRITISH CONTRIBUTORY PENSIONS

ALEXANDER FLEISHER AND ERIC KOCHER*

WHEN THE Contributory Pensions Act of 1925 was introduced in Great Britain, two social insurance systems were already operating to protect workers against the risks of sickness and of unemployment, and a noncontributory old-age pension system had been in operation for over 15 years. National health insurance, established in 1911, was a compulsory, contributory system covering in general the entire employed population between the ages of 16 and 70. (In 1928 the age limit was lowered to 65.) The Old-Age Pension Acts of 1908-24, similar in purpose to the old-age assistance program under the Social Security Act, provide pensions to persons 70 years of age and over whose annual incomes are less than a specified amount and who meet residence and nationality requirements.

The Contributory Pensions Act of 1925 (Widows', Orphans', and Old-Age Contributory Pensions Act) established a compulsory, contributory system providing old-age pensions to be paid to wage earners between the ages of 65 and 70 and to the wives of insured men, and survivors' benefits to widows and children of insured men who die. The act of 1925 was integrated with the noncontributory pensions acts of 1908-24 in that, at age 70, all persons in receipt of a contributory pension become eligible for a noncontributory pension without the application of the means test or of nationality and residence requirements. In other words, the transfer at age 70 from one system to the other is such that the insured individual receives a continuous pension from age 65 till death.

The act of 1925 was also closely interlocked with health insurance. By including under the pensions act all persons compulsorily insured under the National Health Insurance Act, a combined program for health insurance and old-age pensions was effected. On December 31, 1937, the estimated number of persons insured for

*Mr. Fleisher was formerly regional representative, Region III, Bureau of Old-Age Insurance; Mr. Kocher is on the staff of the Analysis Division of the Bureau. The authors desire to express their appreciation for the help and kindness of Mr. E. Hackforth, Controller of Insurance, British Ministry of Health, and of many of his colleagues during Mr. Fleisher's visits to the Pensions Branch at Acton, at which time much of the information for this article was gathered. Responsibility for the statements in the article, of course, rests solely with the authors.

pension purposes in Great Britain and Northern Ireland was 20.5 million.¹ Administration of the two acts is unified under the Ministry of Health, although the two funds are wholly separate. Contributions under the two acts are combined in a single payment. In the method of paying benefits, however, the two systems diverge, and the procedure for payment of contributory pensions integrates with that for payment of noncontributory pensions.

This article outlines briefly the procedures developed for payment of contributory pensions. It is not intended to give a detailed picture of the whole system but rather to emphasize points which are characteristic of the British system and may be of interest in the development of procedures for the payment of monthly benefits in the United States.

Contributions

When compulsory health insurance was introduced in Great Britain in 1911, it made use of the numerous "friendly societies," trade-unions, provident societies, and other voluntary mutual insurance associations of workers which had been in operation to protect their members in times of sickness. Although administrative control of this system is vested in the Government (the Ministry of Health for England, the Welsh Board of Health, the Department of Health for Scotland, and the Ministry of Labour for Northern Ireland), some features are administered by the "approved societies," of which there were in 1937 some 790 with 5,490 branches or administrative units in England and Wales. These societies have a large degree of autonomy under the law. They participate in the administration of the contributory pensions act to the extent of keeping records for their members. The application for an old-age pension is made to the Ministry of Health, which requests information from the approved society regarding the insurance record of the applicant for the purpose of adjudicating the claim.

Under both acts, contributions are paid by

¹ Board of Trade. *Statistical Abstract for the United Kingdom . . . 1913 and 1924 to 1937.* 1939. Cmd. 5903, p. 88.

employers, employees, and the Government. The ordinary ² rate for weekly contributions under both programs is as follows:

Contributor	Men			Women		
	Total	Health insurance	Old-age pension	Total	Health insurance	Old-age pension
Total.....	s. d. 1 8	s. d. 0	s. d. 11	s. d. 1 2	s. d. 8 $\frac{1}{4}$	s. d. 5 $\frac{1}{4}$
Employer.....	10	4 $\frac{1}{4}$	5 $\frac{1}{4}$	7	4 $\frac{1}{4}$	2 $\frac{1}{4}$
Employee.....	10	4 $\frac{1}{4}$	5 $\frac{1}{4}$	7	4	2 $\frac{1}{4}$

A wage earner included under the program must obtain a contribution card. If he is a member of an approved society, the society issues the card. If he does not belong to any society or does not join one, he can obtain a contribution card at any post office.

Contributions are paid by the purchase of stamps by the employer through the post office. Stamps representing the amount of the combined weekly contribution of the employer and the worker are affixed by the employer at or before the time of payment of wages for the week for which the contribution is due, and canceled by him.

At the end of each 6 calendar months the employer returns the card to the contributor, and the latter returns it to his approved society or, if he is not a member of a society, sends it to the Ministry of Health. A receipt is issued showing the contributions entered on the old card, and a new card is returned to him by the same agency.

Upon receipt of the card, the approved society records in a contribution register the number of contributions to the credit of the member. Each half year the cards of all members are sorted according to the number of stamps on the card, a contribution return is prepared, summarizing the entries in the contribution register and on the cards, and both the return and the cards are sent to the Ministry of Health. Persons not members of a society are credited with their contributions by the Ministry of Health. The Ministry of Health then sets up its own records.

² Applicable to employed contributors between 16 and 65; at 65 the insured person ceases to pay contributions, but the employer's share of the combined contribution continues to be payable as long as the insurable employment continues. Under health insurance, the contribution of workers over age 18 who earn 4s. a day or less is reduced or canceled entirely, while the employer's share is increased proportionately.

Money received from the sale of stamps is paid into the respective health insurance and old-age pension funds, in the ratio in which the stamps are attributable.

Eligibility

The following statutory conditions must be satisfied before a claimant is eligible for an old-age insurance pension:

1. He must have been continuously insured for 5 years immediately prior to the date on which he attained age 65; otherwise the pension commences only after completion of 5 years' insurance.
2. He must have paid 104 weekly contributions (including health contributions paid prior to January 4, 1926).
3. At least 39 contributions (including weeks of sickness and genuine unemployment) must have been paid on the average in each of the 3 contribution years immediately prior to the date on which the pension becomes payable. This condition is modified for persons who were continuously insured between ages 50 and 60 and for women who were continuously insured between ages 45 and 55.

Amount of Pension

Pensions are a flat sum and are paid through the post office. The full rate of the old-age pension for an insured person is 10s. a week (\$2.43). The wife of an insured worker also receives a pension of 10s. a week when she reaches age 65 or as soon thereafter as her husband becomes 65.

The widow of an insured worker who dies after having satisfied the conditions qualifying him for an old-age pension is entitled to a pension of 10s. a week until she remarries or until she reaches the age of 70, at which time she comes into a noncontributory old-age pension without means-test qualifications. If she has children depending upon her she receives an additional allowance of 5s. a week for the eldest and 3s. for each of the others. In the case of motherless children, orphans' pensions at the rate of 7s. 6d. a week are paid from the date of the father's death. Benefits to children are payable until they reach 14, or until 16 if they are attending full-time day school.

General Claims Procedure

A claimant may file application any time less than 4 months before the claim becomes payable. If the Ministry of Health is satisfied that a claimant is likely to be entitled to such a pension at any time within 4 months from the date in which the claim is being considered, the claim is approved provisionally to take effect when the pension is actually due and payable. If no final determination has been made by the date when the claimant reaches age 65, authorization for weekly payments is made for a period not exceeding 6 weeks. Such an interim payment is made only after the claimant has furnished all the particulars in his possession

Branch of the Ministry of Health, and its receipt is acknowledged. An office folder is prepared for each claim, on which each step in the procedure is noted.

The application is numbered serially, the first two digits representing the week before the birthday, the second two the year in which the claimant will reach age 70, and the last four digits indicating the individual's number among the list of people who will reach 70 during a given year and week. An addressograph plate is made out, showing the serial number, the post office, and the claimant's name, address, and approved society number.

Old-age pension order blank

O B
10. 375332

OLD AGE PENSION.

COUNTERFOIL

(Not to be detached)

10/- Order



THIS ORDER IS USELESS IF DETACHED FROM THE COVER AND
IS OF NO VALUE TO ANY PERSON EXCEPT THE PENSIONER.

NOT TRANSFERABLE

WIDOWS, ORPHANS' & OLD AGE CONTRIBUTORY PENSIONS ACTS.

OLD AGE PENSION ORDER

To the Postmaster General: The person named on the cover of this Book is entitled to receive the sum of

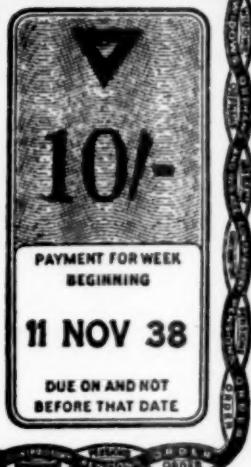
TEN SHILLINGS

at the Post Office named on the cover of this Book
WITHIN THREE CALENDAR MONTHS from the due date on production of this Book by the said person.

Received the above-named sum

(Signature of aforesaid person)

O B
10. 375332



and all essential documents have been filed. If a claim is filed within 3 months after the claimant has become eligible, payment begins from the date of eligibility. If a claim is filed more than 3 months after the individual becomes entitled to the pension, he is paid for a maximum of three of the elapsed months in addition to the regular payments.

The more important steps in handling pension applications are as follows:

The application form is obtained at any post office, which also distributes leaflets explaining the eligibility provisions. The completed claims application is sent by the claimant to the Pension

The application is first checked against an alphabetic file to ensure that it is not a duplicate claim. If the claimant is a member of an approved society, the society is asked to certify his eligibility and the number of contributions paid. Date of birth is verified through the office of the Registrar General which has practically complete records since 1870. If these records are not productive, then the census is searched. As a final resort, any other available records may be submitted.

The award section decides on the validity of the claim and fills out the award sheet. A ledger sheet, containing the signature of the applicant

cut from the original application, is prepared for each individual as a continuing record.

A pension book, covering the period until the next birthday, is issued and forwarded to the local post office, where the pensioner is instructed to call for it. Before the date on which the book expires, the annuitant must send in a certified pension-book renewal. If the renewal form has not been received by the Ministry of Health a few days before the specified date, a last-minute warning is sent to the annuitant. If the form is not received within 7 days after the date that this notice is sent, the payment of the pension automatically ceases.

those for persons from 65 to 70 years of age on Thursday, and for persons over 70 on Friday.

When a pensioner changes his residence, he must notify the central office of his new address. The old book is recalled and a new one issued. Changes of residence are infrequent and do not constitute a major administrative problem.

Appeals

Great Britain has a joint committee to rule on appeals in cases in which a claim has been disallowed or a payment reduced. This body is a coordinating committee composed of the Minister of Health for England, the Secretary of State for

Certificate authorizing payment of pension to an agent

— ▽

TO BE USED ONLY WHEN THE PENSIONER IS TOO ILL TO ATTEND.

NOTE.—IN EVERY CASE BEFORE PAYMENT CAN BE MADE THE AGENT MUST ALSO PRODUCE A FORM OF AUTHORITY.

In case of temporary illness the SPECIAL form must be obtained from the Post Office IN ADVANCE and signed by the Pensioner. In cases of permanent illness the STANDING authority of the Central Department—for address see cover—must be produced.

Certificate to be signed AT THE POST OFFICE in the presence of the Paying Officer by the Person authorised to collect the Pension when the Pensioner is too ill to attend.

I HEREBY CERTIFY that Old Age Pensioner _____ is alive this _____ day of _____ 19_____, and that he is too ill or infirm to attend at the Post Office; and that I am the person authorised by him to collect the amount of this Order (and of the _____ [state number, if any] other Orders now due), which amount I hereby acknowledge having received, and undertake to pay to the Pensioner forthwith.

Signature of Agent _____

STANDING Authority inspected _____ and found in order. _____

SPECIAL Authority inspected _____ and found in order. _____

} (Signature or initials of Paying Officer to be placed in one or other of the blank spaces according as the authority is STANDING or SPECIAL).

Method of Payment

The pension book contains 52 weekly slips or pension orders. These slips are dated and are payable in cash at a specified post office. The name of the pensioner and of the post office appear on the cover of the book.

Normally the order must be cashed by the person to whom it is issued and must be signed by him. When a pensioner is ill and unable to get to the post office, he must sign a special statement giving authority to a second person to cash the order.

To avoid congestion in the post offices, different days are set aside for the various groups. Widows' and orphans' pensions are cashed on Tuesday,

Scotland, the Minister of Labour for Northern Ireland, and a person having special knowledge of the program for Wales. The joint committee appoints a panel of referees, who are generally lawyers but cannot be officers of the Ministry of Health. A registrar of appeals, chosen from among the officers of the Ministry of Health, acts as secretary of the appeals tribunal.

The right of appeal belongs to any class of claimant. Notice of this right appears in printed italics on the form announcing rejection of a claim. Although a claimant has no right to appeal a final decision, occasionally the committee itself will recommend a second hearing.

Stopping of Payments at Death

In any pension plan one of the most difficult problems is to obtain a prompt and accurate report of the death of a pensioner so that payments may be stopped. A related problem is the detection of fraud. The principal and most effective procedure used by the Ministry of Health is to check its records against a daily report of deaths of all persons over 65 which is submitted by the Registrar General. A death certificate is usually received by the latter 48 hours after death. Another method of control lies in the fact that postal clerks have an opportunity to become personally acquainted with an annuitant, since pension slips can be cashed only in person at a specific post office. A third important control is the annual certified statement submitted by each pensioner when requesting a new pension book. In addition, signatures in random samples of pension orders are compared with the signature

on the original claims application. At the present time one-half of 1 percent are examined; in the early days of the plan 5 percent were checked.

When the central office has ascertained that a pensioner has died, a form stopping payment of future orders is sent by the Ministry of Health to the postmaster of the specific post office at which the individual has previously cashed his slips.

In England during the fiscal year 1937-38, 297,255 claims for old-age pensions were received by the Ministry of Health, an increase of 21,257 as compared with the previous year. The number of pensions awarded was 253,288—19,155 more than the previous year. At the end of 1937 the number of old-age pensions and allowances paid to persons between the ages of 65 and 70 in Great Britain and Northern Ireland ³ amounted to 828,312, and 1,215,494 to those over 70.

³ Ibid., pp. 87-89.

FINANCING OLD-AGE INSURANCE

ELEANOR L. DULLES*

SECRETARY MORGENTHAU'S statement before the Ways and Means Committee on March 24 marks a new phase in the consideration of old-age insurance financing in the United States. The statement of the Secretary of the Treasury presented information and recommendations based on studies and experience of the Social Security Board and the Treasury in the past 2 years. This phase is not yet closed, however, because any change in present financial provisions requires legislative action by the Congress. In order to understand the proposal, which is in essence a shift from the self-sufficient system with a large interest-earning reserve to one with a small contingency reserve, it is important both to review the earlier recommendations and experience and to take stock of the present situation.

The original proposal brought forward by the President's Committee on Economic Security called for a reserve of considerable size. The Committee's estimates postulated a reserve of more than \$15 billion to be accumulated by 1960 and held at about that level in subsequent years. This reserve was to be built up out of accumulated differences between contributions and benefit payments, invested at interest. In making its report, the Committee recognized that the plan outlined would call for a Government contribution by 1965 because of the excess of benefits over contributions in later years. Their proposal represented, in effect, a compromise between a contingency reserve and a self-sustaining system. The Committee did not recommend that the Government pay a subsidy currently because "to do so would create a reserve which would reach a total of about \$75 billion." They did indicate that "if it is deemed desirable to reduce the burden of the system upon future generations, the initial rate [of taxes] may well be doubled and . . . each higher rate advanced by 5 years."

In the course of the hearings in January and February 1935, the deficiency between definitely specified income and estimated outgo caused some concern. It led to a revision of the proposal along

somewhat different lines and put the reserve squarely on a self-sufficient basis. One reason for this modification was the limitation of coverage to workers in industry and commerce which was brought forward as a reason for a self-sufficient system. Two changes were adopted to make the plan independent of the subsidy. The benefit base was changed from average to aggregate wages, and the rate at which taxes rose in the early years was accelerated. Instead of spreading the increases in tax rate over a period of 15 years, with the consequent lower accumulations in the course of this period, the step-ups were to take place at 3-year intervals over a 9-year period. These changes increased income and cut costs for the early years. Secretary Morgenthau brought forward this new plan in the hearings before the Ways and Means Committee in February 1935.

These changes, a second step in the development of policy, called for a more rapid building up of the credits of the fund and consequently for a steeper rise in the interest earnings on this fund. In the report of the Senate Finance Committee in May 1935 tables were introduced which showed the famous \$47 billion estimate for 1980 which has been used and misused by various critics of the act and has been misunderstood even by some advocates of this manner of financing.

The Social Security Act was passed in August 1935. The tax provisions under title VIII, providing for the first 3 years a tax of 1 percent on employers and 1 percent on employees, became effective in January 1937. In the 26 months of operation through February 28, 1939, tax receipts under title VIII by the Bureau of Internal Revenue totaled \$1,097 million. Congress, in carrying out the provisions of title II, made appropriations to the old-age reserve account for the fiscal years 1937, 1938, and 1939 totaling \$1,125 million. Monthly transfers have been made from the appropriation to the account, and by the end of February 1939 a total of \$944 million had been transferred. On February 28, 1939, the old-age reserve account held Government securities totaling \$944 million, all in the form of 3-percent special United States Treasury notes. During the 2-year period, interest of \$17.7 million on the investments

* Chief, Old-Age Benefits Research Division, Bureau of Research and Statistics. For a discussion of the proposals of the Committee on Economic Security and other financial analyses, see also pp. 87-88 of this issue.

of the account was credited. About \$17 million was held in the form of cash in the disbursing account for the payment of lump-sum benefits. The difference between the transfers and the tax collections corresponds approximately to estimates of the costs of administration. Thus it is clear that the reserve account became an actuality fully incorporated into the framework of Treasury procedure.

The third step in developing policy in connection with the old-age insurance financing was the appointment in May 1937 of the Advisory Council on Social Security to consider, among other problems, the method of financing old-age insurance. The Council held six sessions in which financing was discussed at great length. In April 1938, before reaching final conclusions, the Council issued a statement intended to set at rest fears expressed in some quarters that the funds were being mishandled. After careful examination, the Council found that the procedures were not only legal but were normal operations in the course of Treasury financing and that the safety of the funds was not endangered.

The final report of the Advisory Council, issued in December 1938, goes further in analyzing the financial problem.¹ It indicates that the system adopted was entirely proper and justifiable on the basis of certain assumptions but that it was clearly not the only possible method of financing and that others might be equally appropriate in various circumstances. In view of this conclusion, the Council recommended further study. The members of the Council indorsed the contributory principle and urged the continuance of the tax step-up as scheduled at least until after 1940. They indicated, however, that there was not complete unanimity on this point and expressed the opinion that the reserve account was unnecessarily large and that a trust fund would be preferable because it would give greater assurance to the beneficiaries that their contributions were being handled along lines already familiar to the American public. The Council also urged a contribution out of general revenues to help finance old-age insurance and made recommendations for the liberalization of benefits.

The fourth step in this development was the report of the Social Security Board to the Presi-

dent and the Congress in January 1939.² While the Board declared that it was not making detailed recommendations on financing old-age insurance because of the Treasury's primary responsibility in this field, the report called attention to the highly significant relation between the extent of the coverage, a subsidy out of general tax sources, and the present self-sustaining system. The Board indicated that it was of the same opinion as the members of the Advisory Council both with respect to an eventual Government contribution to the system and to the continuance of the step-up in the tax rate.

On the matter of a Government contribution the report declared:

The Board is of the opinion that it would be sound public policy to pay part of the eventual cost of the benefits proposed out of taxes other than pay-roll taxes, preferably taxes such as income and inheritance taxes levied according to ability to pay.

The portion of the total costs to be met by taxes other than pay-roll taxes should depend upon the proportion of the general population covered by the insurance system. The wider the coverage, the more extensive this contribution from the other tax sources might properly be.

The next development, certainly one of the most important, was the recent proposal of Secretary Morgenthau to the Ways and Means Committee. The Secretary recommended, for reasons he outlined, that the reserve to be accumulated be no "larger than is necessary to protect the system against unforeseen declines in revenues or increases in the volume of benefit payments." Simultaneously he precluded possibilities of misunderstanding by asserting, in no uncertain terms, that "a sound old-age insurance system must be on a contributory basis."

Mr. Morgenthau proposes a new plan of financing which is based, on the one hand, on long-standing Treasury precedent, and, on the other, on new industrial and economic information which could not have been anticipated before actual operation of the system. His three major recommendations comprise (1) setting a standard which operates so that the size of the reserve is limited in effect to a few billion dollars, (2) changing the legal status of the fund to make it more like hundreds of trust funds now held by the Federal Treasury, and (3) changing the terminology so that the collections from pay rolls under title

¹ For a brief summary of the report see *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), pp. 2-3.

² *Social Security Bulletin*, Vol. 2, No. 1 (January 1939) pp. 4-19.

VIII will be termed "contributions" and distinguished from taxes levied for general revenue purposes. The reasons for modifying the present system of financing are grouped under two broad headings, which comprise the experience so far gained in old-age insurance and the present economic situation as it affects business, the beneficiaries, and the old-age insurance program in particular.

The reasons presented by Secretary Morgenthau refer to the relation between the coverage of the system and the method of financing:

Operation of the act has provided significant information bearing on this question. This information shows that the extent of migration, temporary or permanent, from uninsured to insured employment is far greater than was assumed by the President's Committee on Economic Security in 1935. In my last annual report I pointed out that the consequence of this migration was that the scheduled tax rates were insufficient to maintain the system on the actuarial reserve basis provided by the law.

There is, however, another and more cheerful result of this migration. As a consequence of the migration, a much larger proportion of the total population of the United States is qualifying under the contributory system to receive old-age benefits than had been expected. My latest annual report presented the estimate that, without extension of the coverage under the present law, 80 percent of the population of the United States ultimately will have qualified during their working life for at least the minimum annuity under title II of the act.

In emphasizing this point, Mr. Morgenthau made plain at once the reasons for the original adoption of a self-financing system and the present changed situation. It has long been recognized that if only a limited portion of the population were to be benefited by the old-age insurance system, they should not depend to any considerable extent on tax revenues secured partly at the sufferance of noncovered individuals and certainly at their expense. Equity and sound social security finance therefore required that the financing from general revenues be held at a minimum and indicated a system which would be self-sufficient, self-perpetuating, and relatively independent of the general fiscal program of the Government.

Estimates of the scope and coverage prepared in 1935 were probably low even on the basis of material then available, and figures in 1935 and 1936 referred to 26 million persons as the likely coverage. It was not possible for the Committee to make exact estimates of the extent of turn-over

and interchange of occupations which would be of significance in connection with the specific exclusions provided under the act. Experience has shown that this particular type of migration was greater than was anticipated. It has, in fact, brought into the system for longer or shorter periods 8, 10, 12, or even 16 million persons in the course of a few years, in addition to the 26 million referred to in the early statements as to coverage. Now that it is evident that there are covered earnings yielding rights and forming the basis of benefits for probably as many as 32 million workers in the first year,³ it is apparent that migration over a longer period will tend to bring a very large proportion of the working population within the scope of the system.

This unexpected factor has altered somewhat the arguments for a self-sustaining system. A corollary to this fact appears in Mr. Morgenthau's comment that the scheduled tax rates are "insufficient to maintain the system on the actuarial reserve basis provided by the law." The reason behind this statement lies in the nature of the benefit formula. There is in fact a "bonus" in the benefits in the lower range of annuity payments in that the benefit formula provided in title II of the Social Security Act specifies that monthly benefits shall represent one-half of 1 percent of the first \$3,000 of aggregate taxable wages, plus one-twelfth of 1 percent of the next \$42,000, and one twenty-fourth of 1 percent of amounts in excess of \$45,000. It now is evident that many more beneficiaries than were anticipated will have benefits based on the lower amounts of aggregate wages. This concentration below the middle of the range of payments will cause considerable drains on the old-age insurance system or on the Federal Treasury until coverage is extended to more types of employment so that beneficiaries will qualify for the larger, but relatively less burdensome, benefit amounts. In the hearings (page 928) on the Treasury Department appropriation bill for 1940 before the Subcommittee of the House Committee on Appropriations, Russell Reagh of the Treasury stated that if, under present tax and benefit provisions, appropriations to the old-age reserve account were limited to the amount of title VIII tax collections, the reserve, instead of supporting

³ *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-0.

the system in perpetuity, "would ultimately be exhausted."

The second ground on which Secretary Morgenthau explained his proposals is the state of American business at the present time. It has been urged on many occasions that fear of certain financial operations could depress and delay business recovery. The statement made by the Secretary sets for the reserve fund a "standard" indicating that it is unlikely that the amount in the reserve would be substantially above \$5 billion at any time in the next 15 years. The table submitted by Secretary Morgenthau and all other calculations made on the basis of his recommendation indicate the probability that the reserve would be even below \$4 billion.

Although this standard represents a new philosophy rather than a new fact, the significance of this modification should not be underestimated. Coupled with the suggestion that modification of the pay-roll tax might be considered, it reveals an attitude both towards the relations of the contributions and investments under old-age insurance and to the general economy which may have been misunderstood in the past but can hardly be misconstrued in the future.

It is in this setting of information gained from operation under the Social Security Act and of the current state of business that the recommendations of the Secretary were brought forward. Mr. Morgenthau said:

1. We should not accumulate a reserve fund any larger than is necessary to protect the system against unforeseen declines in revenues or increases in the volume of benefit payments. Specifically, I would suggest to Congress that it plan the financing of the old-age insurance system with a view to maintaining for use in contingencies an eventual reserve amounting to not more than three times the highest prospective annual benefits in the ensuing 5 years.

2. The method of administering the old-age insurance reserve fund should be changed so that it will be made clearer to everyone that it is a trust fund established for the benefit of the insured who have contributed to it. I recommend the creation of a board of trustees for the fund to be composed of the Chairman of the Social Security Board, the Secretary of Labor, and the Secretary of the Treasury. The Secretary of the Treasury should be the managing trustee for the fund. Such a board of trustees would be similar to that set up in the Postal Savings Act.

I also recommend the establishment of an "old-age insurance trust fund" to be held in trust by a board of trustees and to be deposited in a special account in the Treasury. The old-age insurance trust fund would be made up of (a) contributions collected under title VIII

of the Social Security Act, (b) income accruing to the trust fund, and (c) any other money appropriated thereto by Congress, including the balance now carried in the old-age reserve account.

Although this statement clearly indicates that there is no departure from essential principles and no marked change in the method of handling the funds as they flow from contributors into the trust fund, it shows the desire to follow more closely other Treasury precedent and to use experience under other trust funds held in the Treasury.

A further recommendation with regard to the word "contribution" also follows precedents in this country and abroad:

3. To improve public understanding of the purposes for which the funds are collected, I recommend that the taxes under title VIII be termed "contributions" levied under the Government's taxing power. This terminology has already been used in the Railroad Unemployment Insurance Act.

These statements with regard to the nature of the modification in the present plan are followed by a suggestion as to choices with respect to the tax schedule. Mr. Morgenthau indicated that these are offered as illustrations without any attempt to indicate approval or disapproval of the benefit plans on which the estimates are based but in a desire to put before the Ways and Means Committee suggestions to amplify some of the earlier testimony. The alternatives offered by the Secretary are as follows:

1. Leave the present rate schedule unchanged, that is, 1 percent on employees and employers each from 1937 to 1939, inclusive, increasing to 1½ percent on each in 1940, to 2 percent in 1943, to 2½ percent in 1946, and to 3 percent in 1949.

2. Increase the tax rate on each, employees and employers, from 1 percent to 1½ percent in 1940, to 1½ percent in 1941, to 1¾ percent in 1942, and follow the present schedule thereafter.

3. Increase the tax rate from 1 percent to 1½ percent in 1940, to 1½ percent in 1941, 1¾ percent in 1942, and follow the present schedule thereafter.

4. Omit the increase in tax rate from 1 to 1½ percent scheduled to take place in 1940, but step up the rates in 1943 and follow the present schedule thereafter.

The tabulation illustrating the estimated effect of the first alternative is quoted below. Other tabulations submitted projected the effects of a slower tax step-up but the same benefit disbursements, with consequently lower estimates for the reserve fund to be accumulated in these years.

ALTERNATIVE PLAN I¹

1. Tax schedule of present law: 1 percent on employee and 1 percent on employer through 1939, increasing to 1½ percent in 1940, 2 percent in 1943, 2½ percent in 1946, and 3 percent in 1949 and thereafter.

2. The benefit estimates used are for illustrative purposes only and are the intermediate estimates based upon the proposals outlined by the Social Security Board in its Report to Congress.

[In millions of dollars]

	Calendar year					
	1940	1941	1942	1945	1950	1955
Net tax receipts (gross receipts minus administrative expenses).....	\$707	\$780	\$781	\$1,078	\$1,751	\$1,849
Less: Benefit payments.....	175	400	555	914	1,697	2,320
Net cash receipts of Government.....	532	380	226	164	54	-471
Add: Interest accrued.....	51	60	77	110	147	135
Total addition to fund.....	583	446	303	274	201	-336
Fund at end of year ²	2,013	2,459	2,762	3,846	5,064	4,395

¹ Presented by Secretary Morgenthau in his testimony before the Ways and Means Committee, March 24, 1939.

² Fund at end of year 1939 is estimated to be \$1,430 million.

It is clear that the public has sometimes been puzzled by the more technical aspects of the financing of old-age insurance. Those unaware of the nature of actuarial estimates have failed to grasp the meaning of the year 1980 and have, therefore, misunderstood the meaning of some of the figures used to measure the liability under the act. In commenting on past and proposed provisions for the old-age reserve account, Arthur J. Altmeyer, Chairman of the Social Security Board, testified before the Ways and Means Committee on March 30 as follows:

The reserve system, in essence, consists of two aspects: It is an attempt to show on the Government books the true situation as regards the operation of this old-age insurance system. Secondly, it is an attempt to budget

the costs over a long period of years of this old-age insurance system.

I have said many times, and I say again, that I think both from a bookkeeping standpoint and from the budgeting standpoint the reserve system is sound. That is entirely separate, however, from the question of the pattern of benefits and the question of how those benefits shall be paid; but because of misunderstanding concerning the reserve system, it has failed largely in its purpose in presenting to the American people a fair picture of the financial aspects of this old-age insurance system, and it has failed, apparently, to impress many people with the sort of budgeting that is provided.

I have never said that I consider that the reserve system is the sole way that a system of old-age insurance can be constructed. There are other ways of showing on the books of the Government the true financial picture, and other ways of budgeting the cost of the old-age insurance system.

I think, however, any system must carry out the objectives of the reserve system, that is, to show annually to each Congress the true picture, not only of the costs that you are incurring in a particular year, but the cost that you are likely to incur in all the years to come.

And, secondly, I think there should be thought given at this time to some system of budgeting those costs, not only in the present fiscal year but for all of the years to come.

But I say that this question of bookkeeping and of budgeting is a separate question from what pattern of benefits you will provide and whether you will liberalize benefits in the early years or not.

There may, therefore, be a real advantage in the proposed method of depositing contributions in a trust fund and of focusing the emphasis of those concerned with safeguarding the plan more on the years just ahead and less on the period of maturity some forty years hence. The effect of the proposals would be to abandon a special theory as to the premium necessary to finance insurance payments in the distant future. What may be gained is a more widespread understanding of the method of handling contributions and benefits now and in the years just ahead.

PUBLIC AID FOR THE CARE OF DEPENDENT CHILDREN IN THEIR OWN HOMES, 1932-38*

DOROTHY R. BUCKLIN*

UNDER THE provisions of the Social Security Act, Federal grants-in-aid for the care of dependent children in their own homes first became available in February 1936. Prior to this time, aid to dependent children, or mothers' aid as it was then commonly called, was financed only from State and local funds¹ under State mothers'-aid laws. The first of these laws was passed in 1911, and by 1936 all but two States had enacted such legislation. Federal grants-in-aid have supplemented State and local funds and have provided considerable stimulus to the development of programs for aid to dependent children in the States.

Some perspective on this development in the 3 years that Federal funds have been available is supplied by a comparison of the status of the program in 1936, 1937, and 1938 with that in the 4 years 1932 through 1935. It should be remembered that the years 1932 through 1935 were years of severe depression and of acute need for the relief of unemployment. During the second half of 1933 and in 1934 and 1935, Federal funds for emergency relief were granted to the States by the Federal Emergency Relief Administration. Stringency of State and local funds for mothers' aid and the availability of Federal funds for emergency relief retarded the growth of the mothers'-aid program in this period. Many families eligible for mothers' aid under State laws were cared for from emergency relief funds, however, rather than from funds specially designated for mothers' aid.

Under the Social Security Act Federal funds for aid to dependent children may be provided to the States in an amount equal to one-third of the costs of the program exclusive of amounts by which payments exceed \$18 with respect to one dependent child and \$12 with respect to each other dependent child in the same home. Participation in the program under the provisions of the Social Security

Act is entirely voluntary with the States. Federal grants may be made to a State, however, only if the State plan is approved by the Social Security Board as meeting the requirements of the Social Security Act. Two of these requirements are that aid to dependent children must be available in all political subdivisions and that there must be State financial participation in the program.

Table 1.—*Number of States having laws for mothers' aid or for aid to dependent children, number in which payments to recipients were made, and number in which Federal funds were used, in the continental United States, by years, 1932-38*

Year	Number of States ¹ —		
	With laws	In which payments to recipients were made	In which Federal funds were used ²
1932	46	42	—
1933	46	42	—
1934	46	42	—
1935	47	41	—
1936	47	45	27
1937	49	48	38
1938	49	48	41

¹ Includes District of Columbia.

² Federal funds for aid to dependent children were not available prior to February 1936.

Until Federal grants-in-aid became available, the limited extent of State financial participation placed responsibility for administering and financing the mothers'-aid program with the political subdivisions in most States.³ Wide variation existed among the States with respect to the proportion of local units granting mothers' aid and the adequacy of the funds provided. As a result of the requirements in the Social Security Act the program has necessarily become State-wide in operation in all States receiving Federal grants-in-aid, and in these States the base of financial support has been broadened by increased expenditures from State and local funds as well as by Federal financial participation.

*Bureau of Research and Statistics, Division of Public Assistance Research.

¹ Public aid for dependent children in their own homes provided from State and local funds only is called "mothers' aid" in accordance with terminology most commonly used in State laws enacted prior to the passage of the Social Security Act. Similar aid provided from Federal, State, and local funds or from Federal and State funds under State plans approved by the Social Security Board is called "aid to dependent children" in accordance with the terminology used in the Social Security Act.

² For a discussion of the extent of State participation in mothers'-aid programs prior to the passage of the Social Security Act, see Bucklin, Dorothy R., and Lynch, John M., "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), pp. 19-26.

In order to measure the extent of the program for mothers' aid in 1932-35 and the subsequent development, under the stimulus of Federal grants-in-aid, of the program for aid to dependent children, it is necessary to trace not only the

growth in the number of States making provision for this type of assistance but also the expansion in the number of local administrative units making payments, the amounts expended, and the numbers of families and children aided.

Table 2.—Number of counties or other local jurisdictions authorized to administer mothers' aid or aid to dependent children in the continental United States in 1938; number reporting mothers'-aid grants, June 30, 1931; number reporting mothers'-aid payments in 1932-35; and change from 1932 to 1935 in the number reporting payments, by States

State	Number of counties or other local jurisdictions—					Change from 1932 to 1935 in number of counties or other local jurisdictions reporting payments	
	Authorized to administer mothers' aid or aid to dependent children in 1938	Reporting mothers'-aid grants, June 30, 1931 ¹	Reporting payments in—				
			1932	1933	1934	1935	
Total, 49 States	3,464						
Total, 40 States ²	2,807		1,632	1,505	1,576	1,601	
Alabama ³	67						0
Arizona	14	14	14	14	14	14	None
Arkansas	75	13	0	0	0	0	None
California ⁴	58	57	57	57	57	57	None
Colorado	63	42	(6)	(6)	(6)	(6)	(6)
Connecticut	8	(6)	8	8	8	8	None
Delaware	3	3	3	3	3	3	None
District of Columbia	1	1	1	1	1	1	None
Florida	67	41	(6)	45	(6)	(6)	(6)
Georgia ⁵	159						
Idaho	44	38	41	39	38	34	-7
Illinois ⁶	102	91	97	97	92	91	-6
Indiana	92	70	69	69	68	69	None
Iowa	90	98	99	97	97	93	-6
Kansas	105	732	37	38	37	33	-4
Kentucky	120	1	1	2	2	2	+1
Louisiana	64	7	(6)	(6)	(6)	(6)	(6)
Maine	16	(6)	16	16	16	16	None
Maryland	24	7	7	7	8	8	+1
Massachusetts	351	(6)	211	221	218	231	+20
Michigan ⁷	83	81	80	68	47	52	-28
Minnesota ⁸	87	85	83	79	77	77	-6
Mississippi	82	3	0	0	0	0	None
Missouri	115	11	2	2	2	2	None
Montana	56	46	50	49	49	49	-1
Nebraska	93	82	83	81	82	82	-1
Nevada	17	13	(6)	(6)	(6)	(6)	(6)
New Hampshire	10	(6)	10	10	10	10	None
New Jersey	21	21	21	21	21	21	None
New Mexico	31	0	0	0	0	0	None
New York	58	49	48	47	48	48	None
North Carolina	100	81	87	78	74	77	-10
North Dakota	53	44	0	0	0	0	None
Ohio	88	88	88	88	88	88	None
Oklahoma	77	48	61	47	44	45	-16
Oregon	36	27	34	34	34	34	None
Pennsylvania	67	57	58	57	55	59	+1
Rhode Island	39	(6)	26	26	26	25	-1
South Carolina ⁹	46						
South Dakota ¹⁰	69	63	64	65	64	63	-1
Tennessee	95	4	2	2	2	2	None
Texas	254	23	2	2	2	2	None
Utah	29	15	(6)	15	17	17	(6)
Vermont	14	(6)	14	14	14	14	None
Virginia	124	3	34	34	62	77	+43
Washington	39	39	39	39	39	39	None
West Virginia	55	17	24	(6)	4	0	-24
Wisconsin	71	71	71	68	63	61	-10
Wyoming ¹¹	23	10	14	15	14	14	None

¹ U. S. Children's Bureau, *Mothers' Aid, 1931*. Bureau Publication 220, 1933, p. 9.

² Does not include Alabama, which had no law for mothers' aid or aid to dependent children until 1935; Georgia and South Carolina, which had no such law until 1937; and Colorado, Florida, Louisiana, Nevada, Utah, and West Virginia, for which data are not available for all years 1932-35.

³ According to the 1930 census, the population of the 1 county not reporting mothers'-aid grants on June 30, 1931, or mothers'-aid payments in the years 1932-35 was 241.

⁴ Data not available.

⁵ Data not available; aid was available throughout the entire State.

⁶ A number of counties did not make reports for the years 1932-35 as follows: Illinois, 1 in 1932-35; Michigan, 3 in 1932, 2 in 1933, 1 in 1935; Minnesota, 1 in 1932; South Dakota, 1 in 1932 and in 1934; Wyoming, 9 in 1932, 8 in 1933, 1 in 1934 and in 1935.

⁷ Aid given was apparently poor relief rather than mothers' aid in additional counties as follows: Kansas 29, Missouri 13, Montana 6, Nevada 1, North Dakota 1, Oregon 2, South Dakota 3, Texas 9, Utah 7, West Virginia 11, Wyoming 6.

⁸ Estimated by the Social Security Board from information available in Haber, William, and Stanchfield, Paul L., *The Problem of Economic Insecurity in Michigan*, p. 75. August 1936.

States in Which Payments Were Made

In the years 1932-34, mothers'-aid laws were on the statute books of all States³ except Alabama, Georgia, and South Carolina. No payments were made in these years or in 1935, however, in Arkansas, Mississippi, New Mexico, and North Dakota. In 1935 a mothers'-aid law was enacted by Alabama, although no aid was granted in that year, and payments were suspended in West Virginia.

By 1936 State legislation existed in all States except Georgia and South Carolina, but no payments were made in North Dakota and West Virginia. As shown in table 1, Federal grants were made to 27 States administering approved plans during that year.

In 1937, with the enactment of laws in Georgia and South Carolina, all States had legislation authorizing aid in behalf of dependent children. Mississippi was the only State in which no payments were made in that year. State or State and local funds were matched with Federal funds under approved plans in 38 States.⁴ By the end of 1938, 41 States were receiving Federal grants-in-aid under approved plans for aid to dependent children.

Local Administrative Units Making Payments

It is estimated that in the years 1932-35 mothers'-aid payments were made in approximately half the 3,464 counties or other local administrative units in the continental United States; in the 40 States for which data are available for all 4 of these years, payments were made in about 55 percent. As shown in table 2, in 1932 there were only 14 States⁵ in which the program was State-wide in operation. By 1935, aid was no longer given in all counties in Iowa and Wisconsin, and the number of States in which the program was State-wide had dropped to 12. In each of 4 States⁶ containing a total of 584 counties there were but 2 local units reporting payments in the years 1932-35.

Between 1932 and 1935 the number of local units making payments in the 40 States for which

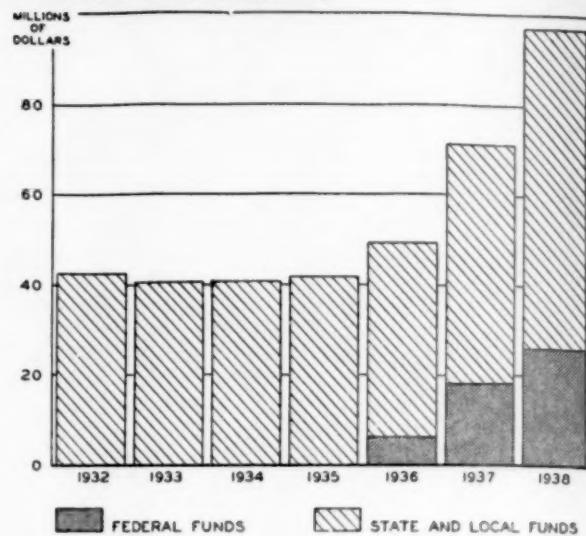
³ "State" is used to include the District of Columbia.

⁴ Hawaii, which also had an approved plan, is not included in this discussion.

⁵ Arizona, California, Connecticut, Delaware, Iowa, Maine, Massachusetts, New Hampshire, New Jersey, Ohio, Rhode Island, Vermont, Washington, and Wisconsin. According to the 1930 census, the population of the 1 county in California not making payments was 241.

⁶ Kentucky, Missouri, Tennessee, and Texas.

Chart I.—*Payments to recipients of mothers' aid and aid to dependent children from Federal funds and from State and local funds in the continental United States, 1932-38 (see table 3)*



totals are shown in table 2 decreased from 1,632 to 1,601, primarily because of the decline in local revenues brought about by the depression and because of the availability of State and Federal funds for emergency relief. In 22 of the 40 States there was no change in the number of local units reporting payments; in 5 States⁷ there was an increase of 66 in the number making payments; and in 13 States⁸ 97 local units ceased making payments between 1932 and 1935. Virginia accounted for 43 of the 66 units which were added between 1932 and 1935; but, owing to the small amount of available funds, the mothers'-aid program was operated for the most part on a demonstration basis. The largest decline in the number of local units making payments occurred in Michigan, where the net decrease between 1932 and 1935 was 28. In West Virginia, which is not included in the total for the 40 States in table 2, payments had been discontinued by 1935 in the 24 counties administering aid in 1932.

Surveys made in a number of States⁹ indicate that during the period 1932-35 many families potentially eligible for mothers' aid received assistance from emergency relief funds and that in some States families receiving mothers' aid

⁷ Kentucky, Maryland, Massachusetts, Pennsylvania, and Virginia.

⁸ Idaho, Illinois, Iowa, Kansas, Michigan, Minnesota, Montana, Nebraska, North Carolina, Oklahoma, Rhode Island, South Dakota, and Wisconsin.

⁹ Florida, Idaho, Michigan, New Hampshire, New York, South Dakota, Utah, West Virginia, Wisconsin, and Wyoming.

were transferred to the emergency relief rolls or received assistance from emergency relief funds to supplement mothers'-aid grants. The rules and regulations of the Federal Emergency Relief Administration provided that "direct relief does not include relief, where provision is already made under existing laws, for widows or their dependents and/or aged persons."¹⁰ This ruling did not, of course, preclude the granting of general relief to needy persons in these groups when there was no legal provision for specialized aid, or when State or local funds were inadequate to care for all those eligible for these types of assistance.

Specific information about the division of responsibility which existed between the agencies responsible for the administration of mothers' aid and the State emergency relief administration during the FERA period is available for some States. It is probable that similar working

problem."¹¹ Thus mothers' aid was reserved for families in which the majority of children were under 16 years of age and emergency relief for families in which the larger number of children were 16 or more years of age.¹² The larger counties in Wisconsin shared responsibility with the Emergency Relief Administration in the same manner.¹³

In Utah, taxes levied in a number of counties for the payment of mothers' aid were not collected, while in some instances taxes levied for mothers' aid were diverted to other purposes, chiefly to participation in the Federal Emergency Relief Administration program.¹⁴ The Delaware Legislature in November 1932 excluded mothers'-aid and old-age assistance cases from participation in the unemployment relief program, although supplemental aid was granted some mothers'-aid families in which the children or the mothers

Table 3.—*Mothers' aid and aid to dependent children in the continental United States, by years, 1932-38*

Year	Number of recipients ¹		Number of children in whose behalf payments were made per 1,000 estimated population under 16 years of age ²	Payments to recipients ³ (in thousands)			Median amount per inhabitant ⁴
	Families	Children		Total	From Federal funds	From State and local funds	
1932	113,587	289,271	(6)	\$42,573	-----	-----	\$0.27
1933	111,800	282,752	(6)	40,504	-----	40,504	.27
1934	113,009	279,792	(6)	40,686	-----	40,686	.25
1935	116,817	285,717	8	41,727	-----	41,727	.26
1936	160,171	401,359	14	49,370	\$6,354	43,006	.36
1937	227,869	564,536	16	71,260	18,140	53,120	.59
1938	279,657	684,282	20	97,355	25,905	71,390	.76

¹ See table 7, footnote 1.

² Median for States making payments. (See table 8.)

³ See table 5, footnote 1.

⁴ Median for States making payments. (See table 6.)

⁵ Not computed, because estimates of population under age 16 are not available.

arrangements adapted to State and local needs and resources were developed in other States also.

In New Jersey, at the request of the State agency responsible for the administration of mothers' aid, the State Emergency Relief Administration made payments to mothers'-aid cases and was reimbursed later when county funds became available.¹⁵ An arrangement in Pennsylvania between the State agency responsible for supervising mothers' assistance and the State Emergency Relief Administration provided that the emergency agency would accept responsibility for the care of "families in which unemployment rather than widowhood was the predominant

could show previous employment."¹⁶ In Rhode Island, however, unemployment relief was withdrawn in most cases where a mothers'-aid grant was made, regardless of whether children 16 or more years of age were included in the family group.¹⁷

With the inception of Federal grants-in-aid early in 1936 the gradual downward movement in the number of local units making payments was arrested, and between 1935 and the end of 1938 the number of local units granting aid increased

¹⁰ Report of the Mothers' Assistance Fund to the General Assembly of Pennsylvania, 1934, p. 4.

¹¹ Wisconsin, State Board of Control, *Aid to Dependent Children in Wisconsin, 1932-33, 1934*.

¹² Unpublished data. Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Research.

¹³ Rhode Island State Public Welfare Commission, *Report of Mothers' Aid Bureau, 1932-33*, p. 1, and *1934-35*, p. 1.

¹⁴ Works Progress Administration. *Chronology of the Federal Emergency Relief Administration*, Research Monograph VI, 1937, p. 8.

¹⁵ Report of the New Jersey State Board of Children's Guardians, 1932-1933.

greatly. It is estimated that in 1935 the number of counties or other local units in which mothers' aid was available did not exceed 1,850, or approximately 53 percent of the total of such units in the continental United States.¹⁶ By December 1938, it is estimated, mothers' aid or aid to dependent children was available in about 3,000 local units,¹⁷ or 87 percent of the total. Of the local units in which neither mothers' aid nor aid to dependent children was available, 447 or 96 percent were in the States of Kentucky, Mississippi, and Texas, and the rest were in Illinois, Iowa, and South Dakota.

Payments to Recipients

The last substantial rise in mothers'-aid payments prior to the enactment of the Social Security Act occurred in 1932, when payments amounting to \$42.6 million exceeded those made in 1931 by several million dollars.¹⁸ Little change occurred in the total annual amount expended during the years 1932-35, as is shown in table 3. Although a decrease of \$2 million, or about 5 percent, occurred from 1932 to 1933, payments increased slightly in the next 2 years and in 1935 fell short of the 1932 level by less than \$1 million.

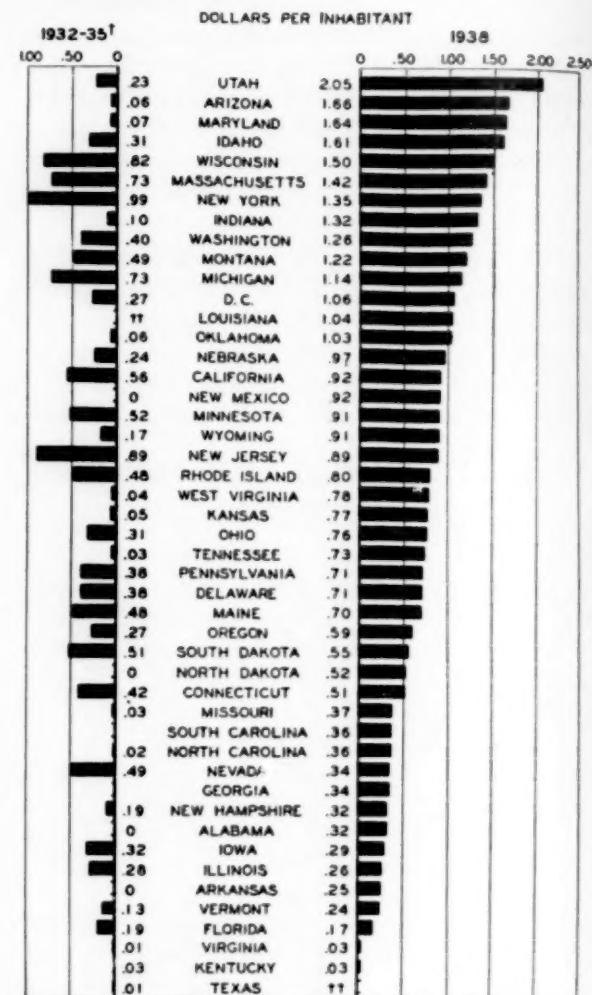
During 1936-38, as shown in chart I, a sharp upturn in the annual amount of payments occurred when Federal grants supplemented increased amounts of State and local funds for the care of dependent children in their own homes. Twenty-seven States used Federal funds for aid to dependent children in 1936, and in that year total payments from Federal, State, and local funds amounted to \$49.4 million, an increase of 18.3 percent over the total amount expended from State and local funds in 1935. Between 1936 and 1938 the annual amount of payments from all sources increased almost twofold, coincident with

¹⁶ A total of 1,840 was obtained by adding to the total of 1,601 for 1935, shown in table 2, estimates for certain States as follows: Colorado 43; Florida 45; Louisiana 1; Nevada 16; and 120 additional local units in Massachusetts and 14 in Rhode Island, where aid was available although no payments were made in December 1935.

¹⁷ The total of 2,968 includes all counties or other local units authorized to administer aid to dependent children in States with plans approved by the Social Security Board in December 1938 (2,717) and counties or other local units administering aid in behalf of dependent children without Federal participation in certain States as follows: Connecticut 8, Illinois 91, Iowa 96, Kentucky 8, Nevada 17, South Dakota 60, and Texas 1.

¹⁸ U. S. Children's Bureau, *Mothers' Aid*, 1931. Bureau Publication 220, 1933, p. 28. Expenditures for grants during the year ended June 30, 1931, amounted to \$33,885,487. Owing to lack of comparability in the data received from certain States, the exact amount of the increase between 1931 and 1932 cannot be determined. It is estimated to have been at least \$6 million.

Chart II.—Amount expended per inhabitant for payments to recipients of mothers' aid and aid to dependent children in 1938 compared with largest annual amount expended per inhabitant for payments to recipients of mothers' aid in the years 1932-35 (see table 6)



[†] Represents largest annual amount expended per inhabitant in the years 1932-35.

[‡] Less than 1 cent.

an increase to 41 in the number of States administering Federal funds. Table 4 shows, for each State, the relative shares of total payments for aid to dependent children or mothers' aid provided from Federal and from State and local funds in each of these years.

Federal grants have stimulated a large increase in the amount of State and local funds expended for aid to dependent children. This is apparent from the fact that between 1935, the last year before Federal funds became available, and 1938

State and local funds expended for mothers' aid and for aid to dependent children increased 71 percent. All but a negligible portion of this increase occurred in the States administering Federal funds. Of the 41 States administering Fed-

Table 4.—*Percentage distribution of payments to recipients of mothers' aid and aid to dependent children by sources of funds, by States, 1936-38*¹

State	1936		1937		1938	
	Fed- eral funds	State and local funds	Fed- eral funds	State and local funds	Fed- eral funds	State and local funds
Total.....	12.9	87.1	25.5	74.5	26.7	73.3
Alabama.....	30.3	69.7	33.3	66.7	33.3	66.7
Arizona.....	31.1	68.9	33.3	66.7	33.3	66.7
Arkansas.....	30.3	69.7	33.3	66.7	33.3	66.7
California.....	12.6	87.4	27.2	72.8	27.0	73.0
Colorado.....	31.2	68.8	33.3	66.7	33.3	66.7
Connecticut.....	100.0		100.0		100.0	
Delaware.....	16.7	83.3	32.8	67.2	32.0	68.0
District of Columbia.....	26.5	73.5	27.0	73.0	27.0	73.0
Florida.....	100.0		100.0		12.5	87.5
Georgia.....			33.3	66.7	33.3	66.7
Idaho.....	32.8	67.2	33.3	66.7	33.3	66.7
Illinois.....	100.0		100.0		100.0	
Indiana.....	11.8	88.2	31.5	68.5	31.2	68.8
Iowa.....	100.0		100.0		100.0	
Kansas.....	100.0		30.1	69.9	31.0	69.0
Kentucky.....	100.0		100.0		100.0	
Louisiana.....	32.2	67.8	33.1	66.9	32.0	68.0
Maine.....	27.3	72.7	28.5	71.5	28.0	72.0
Maryland.....	33.3	66.7	33.3	66.7	33.0	67.0
Massachusetts.....	16.7	83.3	22.0	78.0	19.0	81.0
Michigan.....	10.6	89.4	26.0	74.0	25.0	75.0
Minnesota.....	100.0		10.7	89.3	27.3	72.7
Mississippi.....	21.1	78.9		0		0
Missouri.....	100.0		100.0		33.3	66.7
Montana.....	100.0		23.4	76.6	33.3	66.7
Nebraska.....	28.1	71.9	33.4	66.6	33.3	66.7
Nevada.....	100.0		100.0		100.0	
New Hampshire.....	31.4	68.6	33.2	66.8	32.4	67.6
New Jersey.....	23.7	76.3	32.7	67.3	32.0	68.0
New Mexico.....	32.7	67.3	32.5	67.5	32.5	67.5
New York.....	100.0		19.0	81.0	21.0	79.0
North Carolina.....	100.0		33.3	66.7	33.3	66.7
North Dakota.....	0	33.3	66.7	33.3	66.7	
Ohio.....	14.7	85.3	28.3	71.7	26.6	73.4
Oklahoma.....	33.0	67.0	33.3	66.7	33.3	66.7
Oregon.....	100.0		20.0	80.0	27.0	73.0
Pennsylvania.....	14.2	85.8	33.3	66.7	33.3	66.7
Rhode Island.....	100.0		21.6	78.4	25.5	74.5
South Carolina.....			33.3	66.7	33.3	66.7
South Dakota.....	100.0		100.0		100.0	
Tennessee.....	100.0		30.6	69.4	33.3	66.7
Texas.....	100.0		100.0		100.0	
Utah.....	32.3	67.7	33.3	66.7	29.5	70.5
Vermont.....	27.8	72.2	33.3	66.7	33.3	66.7
Virginia.....	100.0		100.0		20.8	79.2
Washington.....	32.4	67.6	33.3	66.7	33.3	66.7
West Virginia.....	0	33.3	66.7	33.3	66.7	
Wisconsin.....	25.7	74.3	26.3	73.7	28.0	72.0
Wyoming.....	33.3	66.7	33.3	66.7	33.3	66.7

¹ See footnotes on table 5.

eral funds in 1938, 34 made mothers'-aid payments in 1935. The amounts expended from State and local funds for aid to dependent children in 1938 exceeded those for mothers' aid in 1935 in all but 1 of these 34 States—New Jersey. Furthermore, increased payments from State and local funds in

these 33 States¹⁹ accounted for almost 90 percent of the total increase in State and local funds which occurred between 1935 and 1938. The remainder of the increase in State and local funds between 1935 and 1938 occurred in seven States²⁰ which initiated programs for aid to dependent children after Federal funds became available, and in Connecticut and South Dakota—2 of the 8 States which did not administer Federal funds for aid to dependent children in 1938.

Marked variations exist among the States with respect to the stage of development of the program both during the years 1932-35 and from 1936 through 1938. The aggregate data for all States operating programs for assistance to children indicate relative stability in the program in the earlier period and a rapid growth in the later period. Diverse developments in individual States underlie the composite picture, as is shown in table 5. It may be noted that the programs in seven States,²¹ including five of the New England States, showed a steady growth throughout the entire period 1932-38. That States may have difficulty in providing the funds necessary to maintain the gains made under the Social Security Act during the last 3 years is suggested by the fact that in 1938 four States²² reported small decreases in total payments to recipients of aid to dependent children.

A further indication of the uneven development of programs for mothers' aid and for aid to dependent children may be obtained from a comparison of the annual amounts expended per inhabitant in the several States. In making such comparisons it must be recognized that, even if all States provided assistance to all eligible children commensurate with their needs, differences still would occur between States in amounts expended per inhabitant because of the variations among States in the proportion of children eligible, in the extent of their unmet needs, and in living costs. It is reasonable to assume, however, that had each State fully met its responsibility for caring

¹⁹ Arizona, California, Colorado, Delaware, District of Columbia, Florida, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Tennessee, Utah, Vermont, Virginia, Washington, Wisconsin, and Wyoming.

²⁰ Alabama, Arkansas, Georgia, New Mexico, North Dakota, South Carolina, and West Virginia.

²¹ Indiana, Maine, Massachusetts, New Hampshire, Ohio, Rhode Island, and Vermont.

²² Arkansas, District of Columbia, Washington, and Wyoming.

Table 5.—Payments to recipients of mothers' aid and aid to dependent children from Federal funds and from State and local funds in the continental United States, by States, 1932-38¹

[In thousands]

State	Year original State law was passed	First month for which Federal funds were used	State and local funds				Federal funds and State and local funds								
							1936			1937			1938		
			1932	1933	1934	1935	Total	Federal funds	State and local funds	Total	Federal funds	State and local funds	Total	Federal funds	State and local funds
Total ²			\$42,573	\$40,504	\$40,686	\$41,727	\$49,370	\$6,364	\$43,006	\$71,260	\$18,140	\$53,120	\$97,355	\$25,965	\$71,390
Alabama ³	1935	Feb. 1936				0	614	186	428	713	238	475	929	309	620
Arizona	1914	June 1936	24	19	21	20	152	47	105	442	147	295	683	227	455
Arkansas	1917	Apr. 1936	0	0	0	0	224	68	156	601	200	401	508	169	339
California	1913	July 1936	2,438	2,772	3,110	3,343	3,182	401	2,782	4,047	1,102	2,945	5,638	1,822	4,116
Colorado ⁴	1913	Apr. 1936	107	99	97	104	447	140	307	1,162	387	775	1,346	448	898
Connecticut	1919	(*)	670	706	696	712	778		778	852		852	888		888
Delaware	1917	Aug. 1936	93	93	93	93	111	19	93	151	50	102	185	59	126
Dist. of Col.	1926	Feb. 1936	136	147	148	152	664	176	488	676	183	494	663	170	484
Florida	1919	Sept. 1938	291	222	239	250	259		259	261		261	288	36	233
Georgia	1937	July 1937								232	77	155	1,048	349	699
Idaho	1913	Feb. 1936	143	130	124	119	383	125	257	609	233	466	793	264	529
Illinois	1911	(*)	2,127	1,917	2,115	2,049	1,950		1,950	1,941		1,941	2,016		2,016
Indiana	1919	Sept. 1936	336	338	345	348	366	43	323	2,747	866	1,881	4,587	1,431	3,156
Iowa	1913	(*)	812	800	732	790	600		600			657	744		744
Kansas	1915	Aug. 1937	90	76	53	42	42		42	254	77	178	1,434		990
Kentucky	1928	(*)	61	65	63	97	109		109	106		106	98		98
Louisiana ⁵	1920	June 1936	3	3	3	6	732	236	496	1,772	586	1,186	2,211	708	1,503
Maine	1917	Feb. 1936	278	296	335	410	488	133	355	559	150	399	604	169	435
Maryland	1916	do	57	102	117	116	1,610	536	1,074	2,150	716	1,434	2,745	906	1,839
Massachusetts	1913	Apr. 1936	2,602	2,746	2,916	3,203	3,349	559	2,791	4,526	996	3,531	6,288	1,195	5,093
Michigan ⁶	1913	Aug. 1936	3,484	3,046	2,750	2,599	2,214	234	1,980	4,418	1,149	3,260	5,524	1,381	4,143
Minnesota	1913	Sept. 1937	1,313	1,310	1,273	1,375	1,570		1,570	1,721	183	1,538	2,414	659	1,755
Mississippi	1928	(*)	0	0	0	0	0	25	5	20	0	0	0	0	0
Missouri ⁷	1917	Jan. 1938	100	92	91	109	112		112	141		141	1,474	491	988
Montana	1915	Apr. 1937	264	248	230	225	224		224	359	84	275	656	218	437
Nebraska ⁸	1913	Apr. 1936	326	286	277	297	483	136	347	1,122	375	747	1,325	441	883
Nevada	1913	(*)	47	45	45	46	56		56	47		47	34		34
New Hampshire	1913	Feb. 1936	65	75	90	95	139	44	95	152	51	102	162	53	110
New Jersey ⁹	1913	Apr. 1936	3,717	3,274	3,072	3,062	3,238	767	2,471	3,806	1,179	2,427	3,855	1,237	2,628
New Mexico	1931	June 1936	0	0	0	0	98	32	66	326	106	220	387	126	261
New York	1915	May 1937	12,679	11,731	12,020	12,189	12,388		12,388	13,217	2,516	10,701	17,448	3,664	13,784
North Carolina	1923	July 1937	82	70	59	61	62		62	257	86	171	1,275	425	830
North Dakota	1915	Oct. 1937	0	0	0	0	0		0	18	6	12	371	124	247
Ohio	1913	July 1936	2,022	2,077	2,085	2,095	2,391	351	2,039	4,001	1,134	2,866	5,088	1,353	3,735
Oklahoma ¹⁰	1915	Apr. 1936	140	105	114	125	657	217	440	1,629	542	1,086	2,636	878	1,758
Oregon	1913	June 1937	265	269	261	267	288		288	325	65	260	603	163	440
Pennsylvania	1913	Aug. 1936	3,790	3,630	3,520	3,600	3,649	518	3,131	6,091	2,028	4,063	7,265	2,419	4,846
Rhode Island	1923	Jan. 1937	253	262	289	324	352		352	465	100	364	542	138	404
South Carolina	1937	Aug. 1937								85	28	57	681	227	454
South Dakota	1913	(*)	355	342	321	344	330		330	385		385	380		380
Tennessee ¹¹	1915	July 1937	60	59	75	76	73		73	470	144	326	2,112	703	1,406
Texas ¹²	1917	(*)	49	43	43	42	40		40	35		35	12		12
Utah	1913	Mar. 1936	100	85	82	119	550	178	372	853	284	569	1,063	314	750
Vermont	1917	do	35	42	47	49	70	19	50	82	27	54	91	30	61
Virginia	1918	Sept. 1938	2	14	26	32	46		46	46		46	81	17	64
Washington	1913	Feb. 1936	633	605	574	589	1,316	426	890	2,179	726	1,453	2,098	699	1,398
West Virginia	1915	Jan. 1937	78	47	12	0	0		0	861	287	574	1,464	488	977
Wisconsin	1913	Feb. 1936	2,406	2,181	2,094	2,115	2,793	719	2,074	3,588	945	2,643	4,394	1,230	3,164
Wyoming	1915	do	40	35	29	38	146	49	97	233	78	155	214	71	143

¹ Figures represent payments to recipients, exclusive of administrative expense, and were either reported to or estimated by the Social Security Board. Reports for 12-month periods other than a calendar year have been adjusted to cover the calendar year. Distribution by source of funds for 1932-38 is partly estimated.

² Figures for 1932-35 do not include some payments made in Colorado and in Louisiana, and for 1936-38 do not include appreciable amounts of payments made in Michigan and in Nebraska.

³ Payments were made in behalf of a small number of children cared for in their own homes, but the State had no program for aid to dependent children until 1936.

⁴ The original act was declared unconstitutional, and another law was enacted in 1917.

⁵ Figures for 1932-35 are for Denver County (Denver) only and probably represent about half the amount of payments made in the State.

⁶ Did not administer aid to dependent children in 1936-38 under a plan approved in accordance with title IV of the Social Security Act.

⁷ Figures for 1932 through May 1936 are for Caddo Parish (Shreveport) only. It is believed that the amounts of payments in other parts of the State for this period were very small.

⁸ Figures for the last 5 months of 1936 and for 1937-38 do not include appreciable amounts of payments administered through the county probate courts in certain counties under the mothers'-aid law.

⁹ Payments were made for the first 3 months of 1936, and Federal funds were used for February and March.

¹⁰ Only Jackson County (Kansas City) and St. Louis City made payments in 1932-37.

¹¹ The law for Jackson County (Kansas City) and St. Louis City was enacted in 1911.

¹² Figures for the last 9 months of 1936 and for 1937-38 do not include appreciable amounts of payments from local funds administered under the State mothers'-pension law.

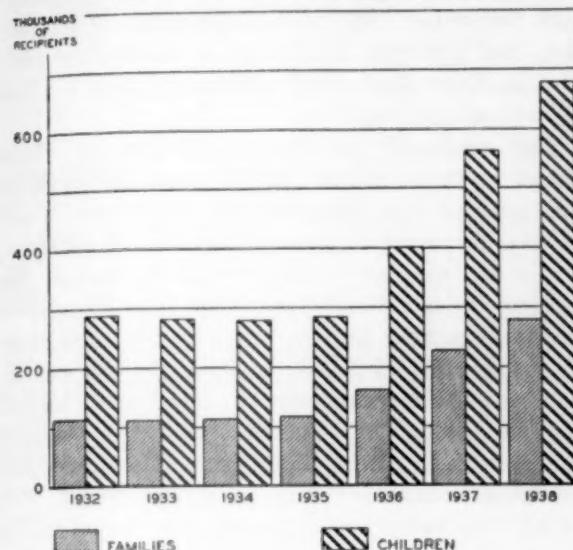
¹³ Figures for 1932-37 and for the first 6 months of 1938 include (1) payments in behalf of children cared for under the act to provide home life for dependent children, and (2) payments in behalf of children legally committed to the care of the State Board of Children's Guardians who were placed with relatives enumerated under title IV of the Social Security Act. Figures for the last 6 months of 1938 do not include payments in behalf of children in the latter group.

¹⁴ Figures for 1936-38 do not include small amounts of payments from local funds administered under the State mothers'-aid law.

¹⁵ Only 2 counties, Shelby (Memphis) and Knox (Knoxville), made payments during the period 1932 through July 1937.

¹⁶ Only 2 counties, Harris (Houston) and Dallas (Dallas), made payments during 1932-37, and only Dallas County during 1938.

Chart III.—*Recipients of mothers' aid and aid to dependent children in the continental United States in December of each year, 1932-38 (see table 3)*



for dependent children in 1938, the range in annual expenditures per inhabitant would have been far less than the actual range from 0 to \$2.05.

Eventually it may be possible to set a minimum figure at which expenditures per inhabitant must be maintained in order to support the presumption that an adequate program exists, but in the absence of such a standard the median amount per inhabitant for the country as a whole provides a less exact measuring rod. It is more than likely that such a desirable minimum would exceed the median amount of 76 cents spent in 1938; whether it would exceed the highest amount spent, \$2.05, is a matter of conjecture.

The median amount spent per inhabitant in States making payments in behalf of dependent children in their own homes was 27 cents in 1932 and remained practically unchanged in the next 3 years, as shown in table 6. In each of the years 1936-38 the median expenditure per inhabitant increased substantially. In chart II the annual amount spent per inhabitant in each State in 1938 is compared with the highest annual amount spent per inhabitant in any year from 1932 through 1935.

All 25 States which made payments at a rate equal to or above the median of 76 cents in 1938 were administering Federal funds for aid to dependent children under the Social Security Act.

Thirteen²³ of these States spent at a rate equal to or above the 1932 median amount of 27 cents per inhabitant during one or more years of the period 1932-35. Among the remaining 11 States which exceeded the median in 1938, New Mexico had made no payments until 1936; 6 States²⁴ previously had made payments amounting to less than 10 cents per inhabitant; Indiana and Wyoming, from 10 to 19 cents; and Nebraska and Utah, from 20 to 29 cents. In 1938 the rate of expenditure in four States²⁵ was more than twice as large as the median for all States making payments.

Of the 23 States spending less than the median amount in 1938, 4²⁶ made payments falling only slightly below that rate. Fifteen States made payments at a rate of less than 40 cents per inhabitant in 1938; of these, 5²⁷ did not administer Federal funds for aid to dependent children during 1938, and in Florida and Virginia Federal funds were available for only part of the year. In the remaining 8²⁸ of these 23 States, Federal funds had been available for a year or more, but there was a shortage of State or State and local funds available for Federal matching.

Number of Recipients

The numbers of families and children receiving mothers' aid in the country as a whole varied only slightly during the years 1932-35. At the close of 1932, mothers'-aid payments were made in behalf of approximately 289,300 dependent children in 113,600 families. As shown in tables 3 and 7, both the number of families and the number of children aided were less at the end of the following year. By the end of 1934 the number of families had increased slightly from 1933, although the number of children granted aid showed a further decline. The number of children aided at the close of 1935 was less than in 1932, but over the same period there was a net increase of 2.8 percent in the number of families. The decline in the number of children assisted is primarily

²³ California, District of Columbia, Idaho, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New York, Ohio, Rhode Island, Washington, and Wisconsin. Complete data for the years 1932-35 are not available for Colorado, which is included in the number of States making payments above the median in 1938.

²⁴ Arizona, Kansas, Louisiana, Maryland, Oklahoma, and West Virginia.

²⁵ Arizona, Idaho, Maryland, and Utah.

²⁶ Delaware, Maine, Pennsylvania, and Tennessee.

²⁷ Illinois, Iowa, Kentucky, Nevada, and Texas.

²⁸ Alabama, Arkansas, Georgia, Missouri, New Hampshire, North Carolina, South Carolina, and Vermont.

attributable to a large decrease in the number of children granted aid per family in Michigan. In that State the number of children aided per family declined from 2.7 in 1933 to 2.2 in 1935.²⁹

The marked increase in the numbers of families and children aided in the years 1936 through 1938, as shown in chart III, reflects the extension of the program after Federal funds were made available.

²⁹ Michigan, State Welfare Department, *Mothers' Pensions in Michigan*, [1934]. On p. 8 of this report the following statement is made: "Many judges have established the policy of paying grants only to 3 or 4 children although the mother may have 6 or 9 children of pension age."

Table 6.—*Annual amount per inhabitant expended for payments to recipients of mothers' aid and aid to dependent children, by States, 1932-38*

State	1932	1933	1934	1935	1936	1937	1938
Median for States making payments ¹	\$0.27	\$0.27	\$0.26	\$0.26	\$0.36	\$0.39	\$0.76
Alabama					.00	.21	.25
Arizona	.06	.05	.05	.05	.37	1.07	1.66
Arkansas	.00	.00	.00	.00	.11	.29	.25
California	.42	.47	.52	.56	.52	.66	.92
Colorado	(*)	(*)	(*)	(*)	.42	1.08	1.26
Connecticut	.40	.42	.41	.41	.45	.49	.51
Delaware	.38	.37	.37	.36	.43	.58	.71
District of Columbia	.26	.27	.26	.26	1.07	1.08	1.06
Florida	.19	.14	.15	.15	.16	.16	.17
Georgia						.08	.34
Idaho	.31	.28	.26	.25	.79	1.42	1.61
Illinois	.28	.25	.27	.26	.25	.25	.26
Indiana	.10	.10	.10	.10	.10	.79	1.32
Iowa	.32	.32	.29	.31	.24	.26	.29
Kansas	.05	.04	.03	.02	.02	.14	.77
Kentucky	.02	.02	.02	.03	.04	.04	.03
Louisiana	(*)	(*)	(*)	(*)	.34	.83	1.04
Maine	.34	.36	.40	.48	.57	.65	.70
Maryland	.03	.06	.07	.07	.96	1.28	1.64
Massachusetts	.60	.64	.67	.73	.76	1.02	1.42
Michigan	.73	.64	.59	.55	1.46	1.91	1.14
Minnesota	.50	.50	.48	.52	.60	.65	.91
Mississippi	.00	.00	.00	.00	.01	.00	.00
Missouri	.03	.02	.02	.03	.03	.04	.37
Montana	.49	.46	.43	.42	.42	.67	1.22
Nebraska	.24	.21	.20	.22	1.35	1.82	1.97
Nevada	.49	.46	.46	.47	.56	.46	.34
New Hampshire	.13	.15	.18	.19	.27	.30	.32
New Jersey	.89	.78	.72	.71	.75	.83	.89
New Mexico	.00	.00	.00	.00	.23	.77	.92
New York	.99	.92	.94	.94	.96	1.02	1.35
North Carolina	.02	.02	.02	.02	.02	.07	.36
North Dakota	.00	.00	.00	.00	.00	.03	.52
Ohio	.30	.31	.31	.31	.36	.59	.76
Oklahoma	.06	.04	.04	.05	1.26	1.64	1.03
Oregon	.27	.27	.26	.26	.28	.32	.59
Pennsylvania	.38	.37	.35	.36	.36	.60	.71
Rhode Island	.37	.38	.42	.48	.52	.68	.80
South Carolina						.04	.36
South Dakota	.51	.49	.46	.50	.48	.56	.55
Tennessee	.02	.02	.03	.03	.02	.16	.73
Texas	.01	.01	.01	.01	.01	.01	(*)
Utah	.20	.16	.16	.23	1.07	1.64	2.05
Vermont	.09	.11	.13	.13	.18	.21	.24
Virginia	(*)	(*)	.01	.01	.01	.02	.03
Washington	.40	.38	.35	.36	.80	1.31	1.26
West Virginia	.04	.03	.01	.00	.00	.46	.78
Wisconsin	.82	.75	.72	.73	.96	1.23	1.50
Wyoming	.17	.15	.13	.16	.63	.99	.91

¹ Does not include administrative expense. Rates based on amount of payments shown in table 5 and on total population estimated by the U. S. Bureau of the Census, as of July 1 of each year, except for 1938 which is based on estimated population as of July 1, 1937.

² Does not include Colorado, 1932-35.

³ See table 5, footnote 5.

⁴ Less than 1 cent.

⁵ See table 5, footnote 9.

⁶ See table 5, footnote 13.

⁷ See table 5, footnote 15.

Increases also occurred, however, in some States administering this type of aid without Federal participation. For December 1938 as compared with December 1935, both the number of families receiving mothers' aid or aid to dependent children and the number of children granted aid had more than doubled.

The estimated number of children in whose behalf mothers' aid or aid to dependent children was granted has been related to the estimated population under 16 years of age, and a comparison of the number of children so assisted in December (or some other specified month) of 1935 and in December 1938 is shown by States in chart IV. Like the annual amounts expended per inhabitant, the rates showing the number of children assisted per 1,000 population under 16 years of age would be more significant if an accepted minimum standard had been developed with which they could be compared. In lieu of such a standard the median for all States making payments in 1935 and 1938 has been used as the basis of comparison.³⁰

Between 1935 and 1938 the median rate of the number of children aided per 1,000 estimated population under 16 years of age rose from 8 to 20, as shown in table 8. In 1935, the range in rates in the 41 States making payments was from less than 1 child per 1,000 in Louisiana and Texas to 20 in New Jersey and South Dakota. All States except Mississippi made payments for mothers' aid or aid to dependent children in 1938, and in that year the range in rates of the number of children aided was from less than 1 child per 1,000 in Texas to 46 in Arizona and Maryland.

Of the 25 States³¹ in which the proportion of children aided in December 1938 was equal to or above the median of 20 per 1,000 estimated population under 16, all except South Dakota administered Federal funds for that month. Ten of these States³² fell below the median of 8 per 1,000 in 1935, and New Mexico and West Virginia made

³⁰ No comparison can be made between the ranking of a State according to amounts expended per inhabitant and the ranking according to the number of children granted aid per 1,000 population under 16, not only because the rates are based on two different population bases but also because the figures on payments used in the computations cover the entire year, and the figures on numbers of children, only one month.

³¹ Includes Colorado which is not shown in chart III, and Arizona, California, District of Columbia, Idaho, Indiana, Kansas, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska, New Jersey, New Mexico, New York, Oklahoma, South Dakota, Tennessee, Utah, Washington, West Virginia, Wisconsin, and Wyoming.

³² Arizona, District of Columbia, Idaho, Indiana, Kansas, Louisiana, Maryland, Oklahoma, Tennessee, and Wyoming.

Table 7.—Number of recipients of mothers' aid and aid to dependent children in the continental United States, by States, in a specified month in the years 1932-38¹

State	1932		1933		1934		1935		1936		1937		1938		
	Fam- ilies	Chil- dren													
Total ²	113,587	289,271	111,800	282,752	113,009	279,792	116,817	285,717	160,171	401,359	227,860	564,536	279,657	684,282	
Alabama ³								0	0	5,316	15,672	5,120	15,149	5,573	16,614
Arizona	160	500	85	310	110	380	105	390	953	2,886	1,413	4,184	2,010	5,945	
Arkansas	0	0	0	0	0	0	0	0	4,044	11,200	4,858	13,167	4,066	11,186	
California	5,600	13,480	6,480	15,070	7,180	16,470	7,940	18,220	8,875	21,076	10,892	27,050	12,813	31,692	
Colorado ⁴	202	525	178	460	187	490	204	530	2,282	5,905	3,294	8,625	3,883	10,020	
Connecticut	1,156	3,007	1,240	3,195	1,298	3,328	1,321	3,381	1,340	3,321	1,420	3,550	1,350	3,300	
Delaware ⁵	323	837	341	873	352	865	351	862	395	968	469	1,074	471	1,096	
District of Columbia	181	646	188	660	217	739	197	652	1,317	3,645	1,233	3,659	1,043	3,173	
Florida	3,400	8,200	2,564	6,163	2,600	6,300	2,600	6,200	2,282	6,700	2,270	6,675	2,201	5,877	
Georgia											2,929	8,282	4,582	12,313	
Idaho	470	1,220	420	1,100	400	1,050	380	980	1,809	4,163	2,310	5,476	2,689	6,265	
Illinois ⁶	7,800	19,000	7,000	16,852	6,231	15,002	6,955	16,480	6,000	14,400	7,500	17,000	7,500	17,000	
Indiana ⁷	1,242	3,773	1,313	2,771	1,391	3,936	1,400	3,939	2,078	5,661	11,624	25,437	15,218	32,000	
Iowa	3,404	7,939	3,421	7,785	3,590	8,161	3,472	7,968	3,000	3,101	7,214	3,000	7,000		
Kansas ⁸	530	1,870	450	1,580	378	1,353	246	1,019	190	500	2,717	6,929	4,658	11,168	
Kentucky	129	445	147	491	134	436	229	727	220	700	210	670	250	800	
Louisiana ⁹	31	95	32	95	35	105	43	130	5,335	15,975	7,857	22,763	9,745	26,034	
Maine ¹⁰	793	2,000	720	1,870	887	2,310	910	2,370	1,255	3,373	1,279	3,405	1,327	3,465	
Maryland	123	518	232	568	273	929	250	792	4,982	14,122	6,347	18,025	7,092	20,824	
Massachusetts	3,500	9,000	3,800	9,700	4,000	10,600	4,400	11,600	5,022	13,829	7,356	18,685	9,298	22,644	
Michigan ¹¹	10,641	29,245	10,254	27,608	10,000	24,000	10,002	21,888	8,139	10,245	11,547	27,077	12,262	28,478	
Minnesota ¹²	3,873	10,911	3,502	9,244	4,108	10,261	4,366	11,442	4,864	12,881	4,498	11,666	6,716	17,000	
Mississippi	0	0	0	0	0	0	0	0	(11)	(11)	0	0	0	0	
Missouri ¹³	285	910	256	820	262	840	280	900	352	1,130	282	700	7,800	10,000	
Montana	957	2,488	857	2,228	875	2,275	947	2,462	850	2,200	1,606	3,845	2,091	4,901	
Nebraska ¹⁴	1,708	4,323	1,696	4,369	1,692	4,364	1,874	4,821	2,834	7,010	3,962	9,394	4,561	10,463	
Nevada	110	250	100	240	110	240	110	250	130	303	120	288	132	303	
New Hampshire ¹⁵	197	582	204	598	261	766	279	803	341	977	357	908	343	916	
New Jersey ¹⁶	10,000	22,600	8,900	20,500	8,500	21,000	9,400	22,600	10,602	24,154	10,876	24,477	11,191	25,030	
New Mexico	0	0	0	0	0	0	0	0	771	2,202	1,321	3,901	1,503	4,346	
New York	21,393	53,351	22,913	55,619	23,561	56,333	23,977	56,456	24,618	57,515	26,462	55,027	34,646	66,336	
North Carolina ¹⁷	445	1,385	382	1,105	304	931	306	855	320	790	4,043	12,055	7,719	21,063	
North Dakota	0	0	0	0	0	0	0	0	0	0	280	0	1,245	3,846	
Ohio ¹⁸	8,887	26,111	8,360	26,537	9,038	26,309	9,167	25,960	9,769	25,243	10,447	28,048	10,878	31,168	
Oklahoma ¹⁹	2,100	4,800	1,300	2,900	1,700	3,700	1,900	4,200	8,837	23,626	18,834	32,219	15,241	35,190	
Oregon	1,154	2,617	1,183	2,670	1,142	2,438	1,201	2,553	1,171	2,501	1,010	2,310	1,558	3,444	
Pennsylvania ²⁰	8,464	22,000	9,446	24,500	8,146	21,200	8,286	21,600	9,530	24,662	16,985	43,041	18,290	44,876	
Rhode Island ²¹	455	1,464	464	1,487	513	1,604	559	1,784	600	1,500	856	2,443	1,041	2,836	
South Carolina											1,619	4,869	4,083	12,036	
South Dakota	1,566	3,888	1,700	4,123	1,672	3,955	1,847	4,390	1,746	4,126	1,766	4,761	1,830	4,400	
Tennessee ²²	187	490	220	600	241	630	251	650	248	645	6,602	19,263	9,939	26,762	
Texas ²³	335	870	312	810	297	770	281	750	307	800	221	580	125	275	
Utah	730	1,860	586	1,520	1,135	2,960	809	2,100	1,771	4,657	2,514	6,148	2,935	7,307	
Vermont ²⁴	133	341	174	421	204	461	213	474	348	759	336	752	363	1,105	
Virginia ²⁵	27	110	58	232	101	413	120	464	119	476	119	476	780	2,884	
Washington ²⁶	3,100	6,700	2,940	6,430	2,762	6,110	2,702	5,980	5,318	11,799	6,455	13,821	5,788	13,040	
West Virginia	650	2,090	390	1,250	100	320	0	0	0	0	2,590	15,582	5,940	17,183	
Wisconsin	6,900	16,400	6,799	15,878	6,540	15,048	6,755	15,740	8,227	20,110	9,589	22,331	10,701	25,108	
Wyoming	186	340	123	220	185	330	182	330	594	1,482	603	1,506	585	1,479	

¹ Figures were either reported to or estimated by the Social Security Board; for 1932-35 they represent cases of families and children open on Dec. 31, unless otherwise specified; for 1936-38 they represent number of families and children for whom payments were made in December.

² Figures for 1932-35 do not include some recipients in Colorado and Louisiana, and figures for 1936-38 do not include appreciable numbers in Michigan and an unknown number in Nebraska.

³ A small number of children were cared for in their own homes, but the State had no aid to dependent children program until 1936.

⁴ Figures for 1932-35, which are for Denver County (Denver) only, represent the number receiving payments in December and probably represent about half the number of recipients in the State.

⁵ Figures for 1932-35 are for June 30.

⁶ Figures for 1932 reported as of Sept. 30.

⁷ Figures for 1934-35 represent the average monthly number of families and children aided.

⁸ Figures for 1932-35, which are for Caddo Parish (Shreveport) only, represent the number receiving payments in December. It is believed that the number of recipients in other parts of the State were very small.

⁹ Figures for 1935 were reported as of June 30. Figures for 1936-38 do not include appreciable numbers of recipients for whom payments were made through the county probate courts in certain counties under the mothers'-aid law.

¹⁰ Figures for 1932-35 are the number receiving aid in December.

¹¹ Payments were made the first 3 months of 1936, and Federal funds were used for February and March.

¹² Only Jackson County (Kansas City) and St. Louis City made payments in 1932-37; figures represent the number receiving payments in December.

¹³ Figures for 1936-38 do not include recipients of mothers'-aid payments from local funds administered under the State mothers'-pension law, since the amount of duplication between cases receiving both mothers' aid and aid to dependent children is unknown but is believed to be large.

¹⁴ Figures for 1932-37 include (1) recipients cared for under the act to provide home life for dependent children and (2) recipients legally committed to the care of the State Board of Children's Guardians who were placed with relatives enumerated under title IV of the Social Security Act. Figures for 1938 do not include the latter group.

¹⁵ Figures for 1932-35 do not include a small number of children aged 16 or over in whose behalf payments were made.

¹⁶ Figures for 1936-38 do not include a small number of recipients of payments from local funds administered under the mothers'-aid law.

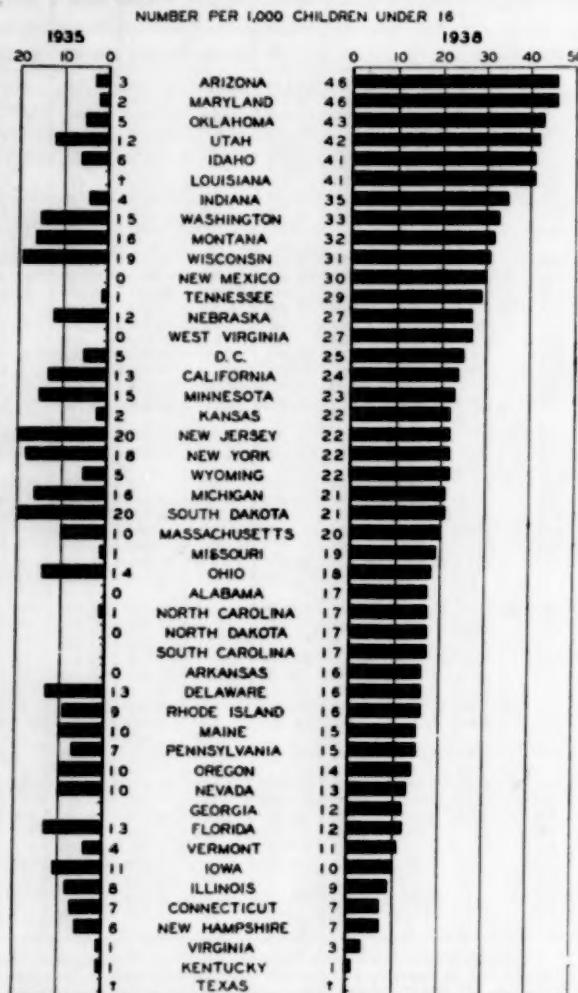
¹⁷ Figures for 1932-35 are as of May 31.

¹⁸ Only 2 counties, Shelby (Memphis) and Knox (Knoxville), made payments in 1932-36; figures represent the number receiving payments in December.

¹⁹ Figures for 1934-36 are as of June 30.

²⁰ Figures for 1933 cover 33 of the 39 counties and are as of various dates; for 1934 figures cover 38 counties and are as of June; for 1935 figures cover 36 counties and are as of August.

Chart IV.—Number of children in whose behalf payments for mothers' aid and for aid to dependent children were made in December 1938 and the number in whose behalf mothers'-aid payments were made in a specified month in 1935, per 1,000 population under 16 years of age (see tables 7 and 8)



[†]Less than 1 child per 1,000.

no payments in any month of that year. In December 1938, in 6 States³³ the proportion of children granted aid was at least twice as large as the median for that month.

In 23 of the States making payments, the number of children granted aid in December 1938 per 1,000 population under 16 was less than the median of 20 per 1,000. Six³⁴ of the States included in this group did not administer Federal funds in December 1938, and in two—Florida and Virginia—payments from Federal funds were not made

³³ Arizona, Idaho, Louisiana, Maryland, Oklahoma, and Utah.

³⁴ Connecticut, Illinois, Iowa, Kentucky, Nevada, and Texas.

until September 1938. The 15 remaining States³⁵ had administered Federal funds for a year or more by December 1938, and of these States all but 4³⁶ granted aid to 15 or more children per 1,000 estimated population under 16.

Summary

The rapid expansion of the program for aid to dependent children in the country as a whole during the years 1936-38 stands in marked contrast to the relatively stable picture of mothers' aid in the preceding 4-year period from 1932 through 1935. The extension of the program during the last 3 years may be attributed primarily to the provision of Federal funds which elicited additional State and local funds. Furthermore, many States have broadened their laws by adopting a more inclusive definition of the term "dependent child," by liberalizing the amounts that may be granted to individual families, and by relaxing requirements relating to residence.

The number of States in which payments were made in behalf of dependent children in their own homes increased from 41 in 1935 to 48 in 1937 and 1938, and by the end of the latter year Federal funds were used in 41 States. More indicative of the expansion which has occurred since 1935 is the increase in the proportion of local units making payments for this type of assistance. In 1935 slightly more than half the total number of counties or other local administrative units in the continental United States made payments for mothers' aid, whereas in 1938 payments were made in almost nine-tenths of all local units.

Federal financial participation in the programs of most States for aid to dependent children and a substantial increase in the amount of State and local funds provided for this purpose raised total annual payments to recipients from about \$42 million in 1935 to more than \$97 million in 1938. The increases in the numbers of families and children aided paralleled the upward movement in total payments. At the close of 1935 mothers' aid was received by 117,000 families in behalf of 286,000 children. In December 1938 payments for aid to dependent children and mothers' aid were made to 280,000 families in behalf of 684,000 children.

³⁵ Alabama, Arkansas, Delaware, Georgia, Maine, Missouri, New Hampshire, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, and Vermont.

³⁶ Georgia, New Hampshire, Oregon, and Vermont.

In considering the marked extension of the program for aid to dependent children in the country as a whole during the 3 years ended with 1938, it is essential to bear in mind that this development has been most uneven in individual States. If all States were to provide adequate assistance to all dependent children, considerable differences among the States in the number of children aided per 1,000 population under 16 years of age and in the amount spent per inhabitant for aid to dependent children still would exist. It is very unlikely, however, that the range in each of these rates would be as great as in those for 1938. In December the range in the number of children aided per 1,000 population under 16 years of age in the 48 States in which payments were made was from less than 1 to 46; and the range in the amount spent per inhabitant in 1938 for either aid to dependent children or mothers' aid was from less than 1 cent to \$2.05.

Furthermore, at the end of 1938, eight States were not administering Federal funds for aid to dependent children under the Social Security Act; in one of these States no aid was granted, and in two others the program was in operation on an extremely limited scale. In a number of States administering Federal funds for aid to dependent children, the development of the program has likewise been retarded by a shortage of State or State and local funds available for Federal matching. The Social Security Board has recognized that the one-third Federal matching ratio for aid to dependent children may have hampered the development of this program and has recommended²⁷ to the Congress that this ratio be increased to equal the one-half matching basis on which Federal grants for old-age assistance and aid to the blind are made.

²⁷ Social Security Bulletin, Vol. 2, No. 1 (January 1939), pp. 4-19.

Table 8.—Number of children in whose behalf payments for mothers' aid and for aid to dependent children were made per 1,000 population under 16 years of age, by States, in a specified month in the years 1935-38¹

State	1935	1936	1937	1938
	Median for States making payments ²	18	14	16
Alabama	0	16	15	17
Arizona	3	23	32	46
Arkansas	0	16	19	16
California	13	16	20	24
Colorado	(4)	20	29	34
Connecticut	7	7	8	7
Delaware	13	14	16	16
District of Columbia	5	29	29	26
Florida	13	12	12	12
Georgia			8	12
Idaho	6	27	35	41
Illinois	8	7	9	9
Indiana	4	6	27	25
Iowa	11	10	10	10
Kansas	2	1	13	22
Kentucky	1	1	1	1
Louisiana	(4)	23	33	41
Maine	10	14	14	15
Maryland	2	31	40	46
Massachusetts	10	12	16	20
Michigan	16	14	20	21
Minnesota	15	17	16	23
Mississippi	0	0	0	0
Missouri	1	1	1	19
Montana	16	14	25	32
Nebraska	12	18	24	27
Nevada	10	13	12	18
New Hampshire	6	7	8	7
New Jersey	20	21	22	22
New Mexico	0	15	26	30
New York	18	18	18	22
North Carolina	1	1	9	17
North Dakota	0	0	4	17
Ohio	14	14	16	18
Oklahoma	5	28	39	43
Oregon	10	10	10	14
Pennsylvania	7	8	15	15
Rhode Island	9	8	13	16
South Carolina			7	17
South Dakota	20	19	22	21
Tennessee	1	1	21	29
Texas	(4)	(4)	(4)	(4)
Utah	12	26	35	42
Vermont	4	7	7	11
Virginia	1	(4)	(4)	3
Washington	15	29	35	33
West Virginia	0	0	24	27
Wisconsin	19	24	27	31
Wyoming	5	21	22	22

¹ Rates based on number of children shown in table 7 and on population under 16 years of age estimated by the Social Security Board with the advice of the U. S. Bureau of the Census, as of July 1 of each year. For months to which rates apply see footnotes to table 7.

² Does not include Colorado.

³ Includes some children aged 16 or over.

⁴ See table 7, footnote 4.

⁵ Less than 1 child per 1,000.

⁶ See table 7, footnote 10.

⁷ See table 7, footnote 14.

⁸ See table 7, footnote 17.

UNEMPLOYMENT COMPENSATION

BUREAU OF UNEMPLOYMENT COMPENSATION

DIVISION OF RESEARCH · DIVISION OF STATISTICS AND ANALYSIS

Review of the Month

UNEMPLOYMENT compensation benefits to unemployed workers amounted to \$34.7 million in February, an increase of about \$5.5 million over January. However, for the 31 States in which benefits were paid throughout both months, the amount of benefits paid in February declined slightly more than 1 percent. This decline resulted chiefly from the sharp reductions in payments reported by Michigan and Pennsylvania, amounting to 27.5 and 37.5 percent, respectively. Some of the States which began benefit payments during 1938, however, paid out considerably larger amounts in February than in January, especially Connecticut, Idaho, Louisiana, New Mexico, New York, Oklahoma, Rhode Island, Utah, and West Virginia. Since most of these States also reported increases in payments in January, it is possible that the expansions in the amounts paid out have been due, in part at least, to the beginning of new benefit years by workers who had accumulated additional wage credits. Approximately \$6.5 million was paid out in February by the 18 States in which benefits were first payable in 1939.

Initial claims received in local offices by the 49 State agencies declined more than 44 percent from January. Extreme declines are usual following the inauguration of benefit operations, since the volume of initial claims received in the first month generally reflects an accumulation of claims filed by individuals who were separated from employment prior to the month in which claims were first taken. Arizona, Maryland, and Pennsylvania were the only States reporting increases in the number of initial claims.

Although the number of initial claims received by State agencies from out of State declined somewhat from January, the proportion of such claims to all claims received in local offices increased. The largest proportions of out-of-State claims received as liable State were reported by Alaska, Arizona, Nevada, New Mexico, and Wyoming. For the second consecutive month, Alaska reported that the number of claims received as liable State was larger than the number of initial claims re-

ceived from workers within the area. Most of these claims came from workers filing in the State of Washington. The same States which reported large proportions of initial claims received from out of State showed the relatively largest volumes of continued claims received from other State agencies.

Nearly 750,000 individuals received benefit payments in the week ended February 18. In the States in which payments were made throughout both weeks, the number of such individuals increased nearly 10 percent from those in the week ended January 14. New York was responsible for much of this increase. Other States showing relatively large increases were Connecticut, Idaho, Louisiana, Maine, Maryland, New Mexico, Oklahoma, and Utah.

The number of individuals for whom new claims were authorized and who established a new benefit year totaled more than 485,000. The States in which benefits were payable prior to 1939 reported a 12-percent increase in the number of such benefit years established. Significant expansions over last month occurred in Maine, Rhode Island, and West Virginia. Claimants exhausting wage credits during the month were, however, about 30 percent fewer than those for whom new claims were authorized during the month.

An increase of more than 33 percent in claimants exhausting wage credits was reported by those States in which benefits were payable prior to January 1939. New York reported the largest increase in the volume of exhaustions although several other States showed larger relative increases than New York. Of the total exhaustions of wage credits which occurred in February, 14,167 or 4.2 percent were reported by the 18 States in which benefits were first payable in January 1939.

State agencies deposited nearly \$101 million in February, a slight increase over the amount deposited in January. The States on a quarterly collection basis deposited more than \$82.7 million, and the States on a monthly contribution basis \$18.1 million. The deposits of the States collecting monthly declined \$5.2 million, partly reflecting

Table 1.—State unemployment compensation funds:¹ Total funds available for benefits, cumulative collections and interest, benefits charged, and ratios of benefits charged to collections, by States, as of Feb. 28, 1939

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of Feb. 28, 1939			Cumulative collections ⁴ and interest ⁵	Benefits charged			Ratio of—		
		Amount ²	Percentage change from Jan. 31, 1939	Index ³		Cumulative total through Feb. 28, 1939 ⁶	February 1939		1939 benefits to 1939 contributions (percent)	Total benefits to cumulative collections and interest (percent)	
							January–February 1939 ⁷	Amount	Percentage change from January		
Total, all States		\$1,098,625	+5.4	130.7	\$1,558,136	\$459,511	\$63,579	\$34,557	+8-1.2	36.5	29.5
States collecting quarterly, total		764,111	+7.2	131.8	1,057,624	293,513	43,250	22,987	+8-11.0	32.2	27.8
Alabama ⁸	January 1938	8,844	-3.4	100.1	17,701	8,857	729	322	-21.3	33.6	50.0
Alaska	January 1939	960	+3.0	108.5	989	29	29	25	(?)	27.6	2.9
Arizona	January 1938	2,244	+4.2	111.4	4,418	2,174	271	136	+1.1	46.9	40.2
Arkansas	January 1939	6,060	+4.9	114.1	6,239	179	179	162	(?)	19.3	2.9
California ⁹	January 1938	122,522	+10.3	182.4	151,622	29,100	5,385	2,765	+5.2	26.6	19.2
Colorado	January 1939	9,923	+2.2	110.9	10,289	366	366	318	(?)	27.2	3.6
Connecticut	January 1938	19,489	+3.2	127.3	32,859	13,370	1,116	642	+35.4	25.7	40.7
Delaware	January 1939	4,441	+2.5	113.4	4,500	119	119	97	(?)	18.5	2.6
Florida	do	11,572	+2.7	117.2	11,658	86	86	86	(?)	4.8	7
Idaho	September 1938	3,050	-7.2	101.4	4,111	1,061	694	412	+45.6	130.2	25.8
Indiana	April 1938	24,922	-8	92.0	44,080	19,158	2,850	1,364	-8.5	58.0	43.5
Iowa	July 1938	12,022	+11.8	120.6	16,182	4,160	1,575	804	+4.3	73.3	25.7
Kansas	January 1939	11,325	+7	111.2	11,690	365	365	323	(?)	24.2	3.1
Kentucky ¹⁰	do	21,643	+2.4	114.3	21,933	290	290	290	(?)	9.7	1.3
Maine	January 1938	2,790	-6.4	74.2	8,044	5,254	718	353	-3.6	68.2	65.3
Maryland	do	11,255	+1.6	124.3	22,658	11,403	1,259	634	+1.3	38.8	50.3
Massachusetts	do	5,186	+6.5	139.3	88,423	30,237	3,139	1,631	+7.4	32.7	34.2
Michigan	July 1938	42,868	+1.5	67.7	89,081	46,213	6,310	2,653	-27.5	55.1	51.9
Minnesota	January 1938	18,050	+10.2	181.4	27,893	9,845	1,682	851	+2.3	46.7	35.3
Missouri	January 1939	38,838	+4.8	114.1	39,255	417	417	403	(?)	8.0	1.1
Nebraska	do	7,916	-1.8	111.8	8,170	254	254	221	(?)	28.3	3.1
Nevada	do	1,698	-9	111.1	1,772	74	74	67	(?)	30.2	4.2
New Jersey ¹¹	do	76,089	+7.6	114.1	77,964	1,875	1,875	1,613	(?)	16.6	2.4
New Mexico	December 1938	2,670	-1.8	108.6	2,857	187	178	111	+65.7	47.3	6.5
Ohio	January 1939	110,819	+7.9	113.2	112,326	1,507	1,507	1,502	(?)	10.4	1.3
Oklahoma	December 1938	13,042	-2.6	103.2	14,032	990	918	532	+37.5	121.1	7.1
Pennsylvania	January 1938	82,763	+19.3	117.3	162,282	79,519	7,973	3,071	-37.5	39.6	49.0
Rhode Island ¹²	do	7,299	-2.5	91.9	17,350	10,051	758	422	+24.9	69.1	57.9
South Dakota	January 1939	2,237	+1	113.2	2,297	60	60	59	(?)	18.8	2.6
Tennessee	January 1938	10,208	+13.2	131.3	17,084	6,876	732	338	-14.2	31.0	40.2
Utah	do	2,589	-6.9	101.1	5,422	2,833	372	209	+28.2	51.6	52.3
Virginia	do	13,189	+7.8	157.6	19,596	6,407	771	395	+4.8	28.5	32.7
Wyoming	January 1939	2,588	-4.3	107.8	2,787	199	199	178	(?)	51.7	7.1
States collecting monthly, total		334,514	+2.0	142.4	500,512	165,906	20,329	11,570	+8+21.2	50.9	33.2
District of Columbia	January 1938	11,748	+4.4	199.3	13,742	1,994	322	162	+6	25.0	14.5
Georgia	January 1939	16,821	+3.0	108.5	17,026	205	205	185	(?)	13.4	1.2
Hawaii	do	3,590	+1.1	110.5	3,596	6	6	6	(?)	1.7	2
Louisiana ¹³	January 1938	13,489	+1.0	176.3	18,658	5,169	1,161	648	+26.3	62.9	27.7
Mississippi	April 1938	3,450	-3	118.3	5,239	1,789	374	184	-3.2	78.2	34.1
New Hampshire	January 1938	4,635	+2.3	109.1	7,619	2,984	232	115	-16.7	46.9	39.2
New York	do	146,867	+2.2	149.3	245,293	98,426	11,095	6,506	+41.3	58.4	40.1
North Carolina	do	12,122	+2.5	128.8	21,313	9,191	975	524	+16.2	51.3	43.1
North Dakota	January 1939	2,004	-3	105.6	2,084	80	80	69	(?)	42.8	3.8
Oregon	January 1938	6,237	-2	106.5	13,180	6,943	1,027	520	+2.6	86.7	52.7
South Carolina	July 1938	8,357	+3.0	133.3	9,290	933	338	152	-18.3	40.6	10.0
Texas	January 1938	34,661	+2.3	175.5	46,015	11,354	2,011	924	-15.2	51.7	24.7
Vermont	do	2,167	+1.4	153.5	3,113	946	124	65	+10.2	49.6	30.4
Washington	January 1939	19,939	-9	105.5	20,684	745	745	724	(?)	41.6	3.6
West Virginia	January 1938	8,316	+4.9	81.5	21,134	12,818	753	414	+21.8	40.7	60.7
Wisconsin	July 1938	40,111	+1.3	132.5	52,526	12,415	861	372	-24.4	28.6	23.6

¹ All data except interest reported by State agencies; data corrected to Mar. 28, 1939. Interest earned on funds in State accounts in the unemployment trust fund is credited and reported by the U. S. Treasury in the last month of each quarter.

² Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

³ For all States except Wisconsin, the index is based on the funds available for benefits as of the end of the month prior to that in which benefits were first payable; the Wisconsin index is based on the funds available as of Dec. 31, 1937.

⁴ Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contri-

butions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York. In these States, the rate of employer contributions is 3 percent.

⁵ Adjusted for voided benefit checks.

⁶ Percentage change computed on basis of 31 States paying benefits in December 1938 and January and February 1939.

⁷ Percentage change not shown since February was first full month of benefit payments.

⁸ Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island. Massachusetts has suspended employee contributions on wages earned during the pay-roll months of July 1938 through June 1939.

⁹ Oklahoma and Rhode Island changed to a quarterly collection basis as of Jan. 1, 1939.

the shift of Oklahoma and Rhode Island to a quarterly collection basis beginning with the payroll month of January. The February decline shown by the monthly collecting States is also explained in part by the fact that the high volume of January deposits reflected the more prompt payment of contributions by employers in order to obtain the offset against the Federal collection due under title IX of the Social Security Act.

Contributions received in the benefit-paying States again exceeded the volume of payments, resulting in a 5.4-percent increase in the volume of funds available for benefits as of February 28. The large volume of deposits by the quarterly collection States was chiefly responsible for this increase. Despite the reductions in the amount deposited by the monthly collection States, total funds available for this group as a whole increased 2 percent, since the amount of benefits charged was considerably below the amount deposited. Four of the States collecting monthly—Mississippi, North Dakota, Oregon, and Washington—reported reductions of less than 1 percent in the funds available for benefits. The largest relative increases occurred in the District of Columbia and West Virginia. As of the close of February, the funds available for benefits in the District of Columbia were almost double the amount available on January 1, 1938, notwithstanding benefit charges of nearly \$2 million. The total amount of funds available for benefits in all 49 States in which benefits are now payable is in excess of \$1,098 million. For the group of benefit-paying States as a whole, about 37 cents has been paid out in the first 2 months of 1939 for every dollar in contributions received in 1939. The monthly collection States, however, have paid out about 50 cents of every dollar received in contributions since January 1, 1939; of this group Oregon has paid out the largest proportion of its 1939 collections.

About 181,000 placements were made by the United States Employment Service in February, which represented a decrease of 0.6 percent from the preceding month when adjustment is made for the number of working days. Private placements, however, increased about 6.5 percent over January. It is noteworthy that February marked the fourth consecutive month in which placements have been above the level for the same month of the previous year.

State Amendments

Although a number of State legislatures have adjourned, many are still in session and are expecting to pass legislation affecting unemployment compensation. Thirteen States have recently made basic revisions in their benefit structure.

Table 2.—Contributions deposited in State clearing accounts, by States, January–February 1939 and February 1939

[Data reported by State agencies, corrected to Mar. 29, 1939]

State	Contributions deposited in State clearing account ¹	
	January–February ²	February
Total.....	\$193,415,473	\$100,893,654
States collecting quarterly, total.....	153,403,182	82,765,321
Alabama.....	2,170,069	8,315
Alaska.....	104,563	52,762
Arizona.....	578,481	228,216
Arkansas.....	929,320	447,469
California.....	20,270,602	14,207,966
Colorado.....	1,343,952	531,014
Connecticut.....	4,338,604	1,258,210
Delaware.....	644,035	205,030
Florida.....	1,787,503	390,504
Idaho.....	532,804	176,237
Illinois.....	18,384,258	10,007,295
Indiana ³	4,915,813	1,169,965
Iowa.....	2,150,302	2,077,244
Kansas.....	1,509,335	399,329
Kentucky.....	2,996,869	796,983
Maine.....	1,052,967	161,267
Maryland.....	3,245,260	815,711
Massachusetts.....	9,504,581	5,165,560
Michigan.....	11,454,870	3,278,721
Minnesota.....	3,604,691	2,523,129
Missouri ⁴	5,219,707	2,174,021
Montana.....	738,980	38,946
Nebraska.....	1,068,460	77,990
Nevada.....	244,569	52,340
New Jersey ⁵	11,272,689	6,961,934
New Mexico.....	375,718	60,924
Ohio.....	14,442,438	9,600,965
Oklahoma.....	758,325	190,758
Pennsylvania.....	20,151,492	16,451,335
Rhode Island.....	1,096,807	231,302
South Dakota.....	319,306	63,379
Tennessee.....	2,362,913	1,532,712
Utah.....	720,740	17,606
Virginia.....	2,706,691	1,353,148
Wyoming.....	385,438	62,024
States collecting monthly, total.....	39,922,201	18,125,333
District of Columbia.....	1,287,687	659,713
Georgia.....	1,524,718	671,368
Hawaii ⁶	346,273	45,740
Louisiana.....	1,845,243	776,855
Mississippi.....	477,648	175,190
New Hampshire.....	576,635	216,974
New York.....	19,003,277	9,739,186
North Carolina.....	1,901,854	827,008
North Dakota.....	186,800	64,084
Oregon.....	1,183,997	509,669
South Carolina.....	831,866	392,293
Texas.....	3,888,790	1,716,954
Vermont.....	249,581	99,597
Washington.....	1,793,397	550,988
West Virginia.....	1,852,260	806,977
Wisconsin.....	3,012,265	872,737

¹ Includes contributions plus penalties and interest collected from employers.

² Adjusted for refunds of contributions and for dishonored contribution checks.

³ Some employers pay their contributions on a monthly basis.

⁴ Some employers pay their contributions on a quarterly basis.

The most common change made was from a 2-year extensible base period to a 1-year fixed base period consisting of the first four of the last five calendar quarters preceding the beginning of an individual's benefit year. In a few States the ratio of benefits to previous earnings was changed

Table 3.—Number of initial and continued claims received in local offices,¹ by States, February 1939

[Data reported by State agencies, corrected to Apr. 3, 1939]

State	Initial claims		Continued claims	
	Number	Percentage change from January	Number	Percentage change from January
Total...	686,907	-44.4	4,628,645	-8.4
Alabama...	5,794	-48.5	79,275	-4.3
Alaska...	222	-89.9	1,685	(1)
Arizona...	2,457	+5.4	16,926	+1.0
Arkansas...	8,405	-47.9	46,024	(1)
California...	74,186	(1)	472,310	+1.7
Colorado...	5,365	-73.4	48,864	(1)
Connecticut...	9,709	-51.0	78,895	-13.8
Delaware...	2,169	-60.7	12,578	(1)
District of Columbia...	2,437	-37.1	32,765	-9.4
Florida...	8,347	-41.8	20,477	(1)
Georgia...	14,850	-23.8	67,052	(1)
Hawaii...	532	-26.2	770	(1)
Idaho...	3,051	-43.0	47,436	-2.3
Illinois...	6,797	-39.4	164,804	-18.7
Indiana...	8,525	-44.9	123,076	-11.7
Iowa...	7,630	-60.9	52,226	(1)
Kansas...	15,374	-49.1	69,954	(1)
Kentucky...	10,029	-40.3	94,301	+.7
Louisiana...	8,522	-33.2	63,958	-20.3
Maine...	10,909	+7.2	117,620	-19.3
Maryland...	30,683	-28.6	178,259	-13.1
Massachusetts...	38,477	-1.9	232,110	-18.6
Michigan...	14,455	-28.4	140,215	-.9
Minnesota...	5,595	-33.4	47,034	-13.8
Mississippi...	15,838	-62.1	116,318	(1)
Missouri...	4,414	-70.1	38,408	(1)
Montana...	1,126	-62.0	7,385	(1)
New Hampshire...	2,101	-21.7	20,319	-19.6
New Jersey...	27,453	-72.2	269,380	(1)
New Mexico...	2,014	-34.7	10,040	+25.0
New York...	104,211	-53.4	(1)	
North Carolina...	27,028	-30.4	148,558	-8.6
North Dakota...	1,277	-69.7	13,725	(1)
Ohio...	26,499	-77.8	400,544	(1)
Oklahoma...	11,623	-24.4	80,667	+6.3
Oregon...	6,074	-38.7	77,257	-8.3
Pennsylvania...	51,241	+14.1	454,867	-2.9
Rhode Island...	10,679	-35.5	70,813	+3.6
South Carolina...	6,682	-62.1	54,608	-32.3
South Dakota...	1,009	-72.6	10,939	(1)
Tennessee...	8,128	-46.3	95,741	-21.3
Texas...	25,642	-31.2	192,013	-4.0
Utah...	4,539	-39.3	28,027	+4.4
Vermont...	2,180	-9.8	10,901	-1.3
Virginia...	10,635	-17.7	68,377	+2.5
Washington...	16,100	-67.3	86,927	(1)
West Virginia...	12,521	-23.2	76,709	-2.1
Wisconsin...	11,556	-38.1	74,784	-17.0
Wyoming...	1,799	-65.3	12,427	(1)

¹ For definitions of types of claim, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

² Excludes those States which began paying benefits during January 1939.

³ Not comparable with January, since February was first full month of benefit operations.

⁴ Increase of less than 0.1 percent.

⁵ Excludes waiting-period week claims.

⁶ Benefits not payable until July 1939.

⁷ Data relate to total unemployment only.

⁸ Data not reported.

from a ratio of \$1 of benefits to \$6 of earnings to a ratio of 1 to 3 to take account of the shortening of the base period. A few States also provided for a uniform duration of benefits for all eligible unemployed workers instead of duration of benefits based directly upon previous individual earnings. Almost all the States which revised their laws have set a flat minimum benefit and a higher wage qualification—usually 30 times the weekly benefit amount. Some States have set the wage requirement at a flat amount. The waiting period has also undergone revision. The trend is toward a single waiting period in a benefit year, consisting of 2 weeks of unemployment with 1 week of partial unemployment being equivalent to 1 week of total unemployment.

There has been considerable difference as to the type of experience rating system which is to be adopted to allow employers to pay lower contributions if their employment experience has been relatively good. Some of the western States have decided to study the problem and have meanwhile repealed the present provisions of their laws. One State has adopted a theory that employers need pay only enough to replenish the benefits paid in a preceding year. Another State uses the quarter-to-quarter fluctuations in an employer's pay roll as a basis for determining the employer's experience.

Alabama.—The Alabama Unemployment Compensation Commission and the State Department of Labor have been abolished and their duties are to be transferred to a newly created Department of Industrial Relations, which also includes the Employment Service. The former executive director of the Unemployment Compensation Commission is to continue to exercise all functions and duties formerly performed by the commission except those in connection with appealed cases, until the Governor formally declares that his duties are transferred to the director of the Department of Industrial Relations. The administrative review of appeals has been transferred to an independent Board of Appeals within the department which also performs functions not limited to unemployment compensation.

Arkansas.—In an act approved and effective March 9, the benefit formula of the Arkansas law was simplified. The base period has been shortened to include only the first four of the last six quarters preceding the benefit year. Weekly

benefit amounts are rounded to the nearest dollar. A flat minimum benefit amount of \$3 is established. The duration of benefits is computed on the basis of one-third of wage credits rather than one-sixth as previously, in order to take account of the

reduction in the length of the base period. Limitation of the waiting period to a maximum of 5 weeks in 65 is removed. The act is also revised to conform with the provisions of the Railroad Unemployment Insurance Act.

Table 4.—Number and amount of benefits paid during February, and number and amount of benefits paid, by types of unemployment,¹ in week ended Feb. 18, 1939, by States

[Data reported by State agencies, corrected to Apr. 3, 1939]

State	February 1939				Week ended Feb. 18			
	Number of payments		Amount of payments		Number of payments for—		Amount of payments for—	
	Total	Percentage change from January	Total	Percentage change from January	Total unemployment	Partial unemployment ²	Total unemployment	Partial unemployment ²
Total...	3,423,372	+0.6	\$34,740,737	-1.1				
Alabama...	49,823	-19.3	321,590	-21.4	10,778	3,317	\$73,181	\$17,565
Alaska...	1,707	(1)	25,397	(1)	(1)	(1)	(1)	(1)
Arizona...	12,134	+2.5	136,127	+1	2,765	125	31,617	961
Arkansas...	25,145	(1)	151,221	(1)	5,720	342	36,558	1,467
California...	293,917	+5.5	2,765,687	+5.3	61,172	10,287	634,631	54,834
Colorado...	31,557	(1)	316,092	(1)	7,270	718	75,782	4,819
Connecticut...	64,701	+39.2	632,086	+33.2	(1)	(1)	(1)	(1)
Delaware...	12,701	(1)	97,246	(1)	3,147	129	24,445	655
District of Columbia...	18,527	+1	161,581	+3	4,413	293	40,393	1,520
Florida...	12,427	(1)	85,539	(1)	2,276	169	16,720	515
Georgia...	32,247	(1)	184,887	(1)	8,522	369	49,613	1,463
Hawaii...	678	(1)	5,881	(1)	176	6	1,528	34
Idaho...	36,750	+44.1	411,608	+45.6	(1)	(1)	(1)	(1)
Illinois ³ ...								
Indiana...	135,547	-7.0	1,864,209	-8.3	30,490	6,205	331,073	36,500
Iowa...	93,991	+1.4	803,661	(1)	21,277	1,949	186,968	12,337
Kansas...	32,499	(1)	322,721	(1)	8,048	1,203	83,950	7,300
Kentucky...	33,031	(1)	288,119	(1)	8,742	67	76,616	468
Louisiana...	80,868	+32.1	648,439	+26.3	20,829	2,341	171,246	15,147
Maine...	44,818	-1.8	352,041	(1)	8,997	2,693	79,335	13,488
Maryland...	72,285	-2.7	633,652	+1.2	13,063	2,177	121,688	12,978
Massachusetts...	155,088	+8.5	1,630,553	+7.4	38,638	(1)	405,219	(1)
Michigan...	207,823	-26.4	2,655,353	-27.5	40,830	2,254	516,514	62,886
Minnesota...	71,923	+6.5	850,524	+2.3	15,696	1,199	180,133	16,344
Mississippi...	35,259	-1.5	184,121	-3.3	9,416	165	47,788	326
Missouri...	49,727	(1)	402,584	(1)	10,502	502	88,828	2,065
Montana ⁴ ...								
Nebraska...	26,013	(1)	221,469	(1)	5,792	(1)	49,132	(1)
Nevada...	4,992	(1)	63,215	(1)	1,365	73	17,375	889
New Hampshire...	13,770	-22.9	115,029	-16.4	2,644	813	24,877	3,839
New Jersey...	166,095	(1)	1,613,490	(1)	38,581	(1)	373,640	(1)
New Mexico...	11,423	+60.7	110,826	+64.8	2,818	123	27,798	807
New York...	453,527	+73.0	6,505,911	+41.3	107,867	(1)	1,575,187	(1)
North Carolina...	11,83,138	-8.0	523,518	+10.3	(1)	(1)	(1)	(1)
North Dakota...	7,624	(1)	69,064	(1)	1,598	98	14,637	647
Ohio...	156,866	(1)	1,503,335	(1)	31,588	1,745	315,958	9,090
Oklahoma...	53,905	+39.7	531,597	+37.4	11,800	1,203	119,862	8,236
Oregon...	47,069	+4.6	520,189	+2.7	10,600	1,466	124,506	9,600
Pennsylvania...	289,100	-35.7	3,070,490	-37.5	51,797	(1)	507,060	(1)
Rhode Island...	48,041	+22.8	422,439	+24.8	11,360	1,422	106,726	6,847
South Carolina...	31,300	-9.3	151,638	-18.5	3,951	4,846	23,700	19,502
South Dakota...	6,184	(1)	59,359	(1)	1,610	91	15,711	597
Tennessee...	53,131	-12.9	337,564	-14.4	11,960	1,394	78,498	5,916
Texas...	109,691	-6.1	965,489	-7.8	26,432	2,202	231,496	13,320
Utah...	21,692	+31.4	208,719	+27.8	5,468	11,120	52,731	11,946
Vermont...	6,698	+9.3	65,370	+10.7	1,498	185	15,565	1,058
Virginia...	13,53,942	+7.3	394,516	+4.5	11,628	1,696	80,642	7,314
Washington...	74,874	(1)	878,899	(1)	17,890	2,070	220,303	13,697
West Virginia...	43,815	+19.4	414,336	+21.7	9,515	1,539	97,740	8,967
Wisconsin...	42,600	-23.7	387,779	-24.2	10,519	11,404	98,634	12,257
Wyoming...	12,649	(1)	177,578	(1)	2,584	216	37,137	2,201

¹ For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33.

² Includes payments for part-total unemployment, except where otherwise noted. The following States have no provisions in their laws for the payment of benefits for partial unemployment: Massachusetts, Mississippi, Nebraska, New Jersey, New York, and Pennsylvania. All the above, with the exception of Mississippi, have no provisions for payments of less than the full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which makes payments for part-total unemployment, the provision for payment of benefits for partial unemployment is not effective until July 1, 1939.

³ Excludes those States in which benefits were first payable in January 1939.

⁴ Not computed, as February was first full month of benefit operations.

⁵ Data not reported.

⁶ Irregular payments included.

⁷ Benefits not payable until July 1939.

⁸ Decrease of less than 0.1 percent.

⁹ Data reported for week ended Feb. 25.

¹⁰ Data reported for week ended Feb. 11.

¹¹ Issued for 104,342 pay orders.

¹² Payments for part-total unemployment included with payments for total unemployment.

¹³ Issued for 55,162 compensable weeks.

Idaho.—Amendments have been enacted which extend coverage, beginning January 1, 1939, to

Table 5.—Number of individuals receiving benefits in week ended Feb. 18, and of new claims authorized and claimants exhausting wage credits in February 1939, by States

[Data reported by State agencies,¹ corrected to Apr. 4, 1939]

State	Individuals receiving benefits during week ended Feb. 18		New claims authorized during February ²	Claimants exhausting wage credits during February
	Number	Percentage change from week ended Jan. 14		
Total	748,770	+9.8	481,408	336,962
Alabama	11,701	-32.4	3,518	4,160
Alaska	382	(*)	289	19
Arizona	2,839	+2.6	1,339	1,172
Arkansas	6,327	(*)	6,541	1,445
California	71,776	+12.6	28,977	19,713
Colorado	7,914	(*)	6,400	151
Connecticut	15,422	+50.7	9,409	5,885
Delaware	3,202	(*)	2,263	650
District of Columbia	5,851	+6.2	1,802	961
Florida	2,418	(*)	3,769	183
Georgia	7,782	(*)	9,650	664
Hawaii	181	(*)	287	36
Idaho	9,500	+90.0	2,200	1,277
Illinois	36,695	-6.9	9,802	11,023
Indiana	21,317	+10.5	7,822	5,142
Iowa	9,251	(*)	(*)	1,235
Kansas	8,809	(*)	12,215	8
Kentucky	18,940	+38.1	10,098	2,057
Louisiana	11,630	+40.1	7,597	4,431
Maine	18,700	+31.7	9,543	7,919
Maryland	71,000	+14.0	16,107	19,848
Massachusetts	43,771	-32.0	15,845	16,935
Michigan	15,170	+7	7,657	4,448
Minnesota	8,537	+5.8	3,892	2,442
Mississippi	10,948	(*)	21,215	1,778
Missouri	5,452	(*)	4,937	1,377
Montana	1,354	(*)	948	121
Nebraska	3,333	-35.3	1,482	759
New Hampshire	37,160	(*)	34,425	3,200
New Jersey	2,766	+86.1	1,652	223
New Mexico	103,767	+62.5	52,763	129,886
New York	1,692	(*)	1,760	188
North Carolina ³	34,935	(*)	56,153	0
North Dakota	10,717	+77.2	7,626	4,004
Ohio	7,016	+15.9	7,309	2,772
Oklahoma	40,092	(*)	36,427	44,446
Oregon	10,141	+20.0	6,261	2,969
Pennsylvania	5,424	+14.3	5,118	2,015
Rhode Island	1,591	(*)	2,093	17
South Carolina	11,354	+7.0	6,893	2,510
South Dakota	19,607	(*)	20,495	2,466
Tennessee	24,657	+18.4	8,419	8,321
Texas	4,806	+39.0	2,902	2,091
Utah	1,449	+6.2	933	383
Vermont	8,116	+7.1	6,188	4,504
Virginia	9,483	-30.3	10,183	6,467
Washington	2,802	(*)	3,014	620
West Virginia				
Wisconsin				
Wyoming				

¹ No report received from North Carolina.

² For definitions, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

³ Excludes those States in which benefits were first payable in January 1939, as February was the first full month of benefit operations.

⁴ Percentage change computed from number of payments in week ended Jan. 14, 1939.

⁵ Benefits not payable until July 1939.

⁶ Data not reported.

⁷ Data estimated by State agency.

⁸ Number of individuals represents number of checks issued in week ended Feb. 18.

⁹ January data not reported.

employers who paid or became liable for wages of \$78 or more in one quarter for services rendered to them in covered employments; provide for the study of a system of merit rating to be reported to the Governor not later than January 15, 1941; and revise the act to conform to the Railroad Unemployment Insurance Act. Coverage is extended to persons in domestic service, Federal instrumentalities to the extent permitted by Federal law, public institutions if salaries are paid only partly from taxes, and certain nonprofit organizations. The base period is reduced to a fixed four-quarter period and the waiting period to 2 weeks of total or partial unemployment in the benefit year and within any 91 days. Benefits, ranging in dollar intervals from \$5 to \$18, are based on highest quarterly earnings in the base period, and the minimum amount necessary to qualify is \$140, with at least \$78 earned in one quarter.

Indiana.—An amendment was approved March 9, by which the merit-rating formula is revised and the contribution to the pooled account is lowered from $\frac{1}{4}$ of contributions to 0.135 percent of wages ($\frac{1}{4}$ of contributions). New disqualifications for benefits are added (such as employment on WPA, or work relief, and attendance at school), and all wage credits are canceled if a person leaves work to enter self-employment, to marry, or because of marital obligations. The law is revised to conform to the Railroad Unemployment Insurance Act.

Montana.—The Montana amendments, approved March 9, extend coverage to employers of one or more in 20 weeks provided that their pay rolls exceeded \$500 in the current or preceding year. Weekly benefits are paid at the rate of 4 percent of the wages earned in the highest quarter of a base period which consists of the first four of the last five quarters preceding an individual's benefit year. This amount is computed to the next higher even dollar, with a maximum of \$15 and a minimum of \$5. If a claimant continues to be unemployed and eligible, he may receive benefits for 16 weeks in any benefit year. The wage qualification is increased to 30 times the weekly benefit amount, and the waiting period is reduced to 2 weeks in 13. A study of merit rating and a report by January 1, 1945, is substituted for the former merit-rating system. Amendments to bring the act into conformity with the Railroad

Unemployment Insurance Act have also been passed.

Nevada.—An amendment approved March 23 revises the Nevada act to conform with the Railroad Unemployment Insurance Act; extends coverage to employers of one or more with \$225 wages payable in a calendar quarter; reduces the base period to a fixed four-quarter period and the waiting period to 2 weeks during a benefit year; and establishes the weekly benefit amount as one-twentieth of high-quarter earnings, computed to the next higher dollar, with a maximum of \$15 and a minimum of \$5. Duration is set at 18 times the weekly benefit amount or one-third of base period wage credits.

New Mexico.—An amendment approved March 16 extends coverage to employing units with two or more workers in 13 weeks or a pay roll of \$450 or more in a calendar quarter and establishes conformity with the Railroad Unemployment Insurance Act. The weekly benefit amount, ranging from \$3 to \$15, is fixed at one twenty-sixth of wages in the quarter of highest earnings during a four-quarter base period, with a waiting period of 2 weeks within the benefit year and a wage qualification of 30 times the weekly benefit amount.

North Dakota.—A bill effective March 15 reduces the base period to a fixed four-quarter period and the waiting period to 2 weeks of unemployment in a benefit year; sets a minimum of \$5; and rounds payments to the next higher dollar. The wage qualification is set at 30 times the weekly benefit amount. The amendment also revises certain provisions of the law to conform to the Railroad Unemployment Insurance Act. Special provisions for seasonal, irregular, and part-time work have been deleted, and the agency is directed to study seasonal and irregular employment and report to the 1941 legislature.

South Dakota.—An act effective July 1, 1939, makes minor changes in coverage and establishes a benefit schedule ranging from \$3 to \$15 based on earnings in a calendar base year. A claimant is eligible after a waiting period of 3 weeks in the benefit year if he has earned \$126 in insured work during his base period. Maximum duration is set at 14 times the weekly benefit amount. Pertinent provisions of the law are revised to conform to provisions of the Railroad Unemployment Insurance Act.

Tennessee.—Tennessee has amended its act to shorten the base period to the first four of the five quarters preceding the benefit year and to establish a benefit table which classifies benefits at

Table 6.—Number of initial and continued out-of-State claims¹ received as liable² State, by States, February 1939

[Data reported by State agencies, corrected to Apr. 3, 1939]

State	Out-of-State claims received as liable State			
	Initial		Continued	
	Number	Percent of initial claims received in local offices	Number	Percent of continued claims received in local offices
Total	26,537	4.9	160,006	3.7
Alabama	427	7.4	2,959	3.7
Alaska	291	131.1	1,606	93.3
Arizona	560	22.8	3,494	26.6
Arkansas	512	6.1	2,182	4.7
California	3,122	4.2	15,665	3.3
Colorado	755	14.1	2,821	5.8
Connecticut	759	7.8	4,435	5.6
Delaware	168	7.7	1,310	(*)
District of Columbia ⁴	453	5.4	1,936	9.5
Florida	339	2.3	881	1.0
Hawaii	41	7.7	4	.5
Idaho	596	19.5	4,241	8.9
Illinois ¹	619	9.1	3,563	2.2
Indiana	433	5.1	4,083	3.3
Iowa	799	10.5	2,283	4.4
Kansas	471	3.1	3,883	5.6
Kentucky	613	6.1	4,225	4.5
Louisiana	236	2.8	1,589	2.5
Maine	515	4.7	4,438	3.8
Massachusetts	546	1.8	5,209	2.9
Michigan	1,603	4.2	14,568	6.3
Minnesota	454	3.1	3,862	2.8
Mississippi	294	5.3	1,883	4.0
Missouri	716	4.5	3,447	3.0
Montana ²	394	8.9	2,056	5.4
Nebraska	291	25.8	784	10.6
New Hampshire	332	15.8	2,398	11.8
New Jersey	766	2.8	4,587	1.7
New Mexico	509	25.3	2,697	26.9
New York	(*)	(*)	(*)	(*)
North Carolina	(*)	(*)	(*)	(*)
North Dakota	108	8.5	879	6.4
Ohio	1,272	4.8	6,329	1.6
Oklahoma	646	5.6	3,572	4.4
Oregon	599	9.9	5,550	7.2
Pennsylvania	1,040	2.0	8,137	1.8
Rhode Island	198	1.9	1,776	2.5
South Carolina	35	.5	273	.5
South Dakota	108	10.7	588	5.4
Tennessee	485	6.0	3,235	3.4
Texas	1,808	7.1	10,036	5.2
Utah	290	6.4	1,361	4.9
Vermont	142	6.5	678	6.2
Virginia	655	6.2	2,362	3.5
Washington	777	4.8	4,653	(*)
West Virginia ³	310	2.7	941	1.3
Wisconsin	450	25.0	2,738	22.0
Wyoming				

¹ For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

² The liable State is one to which a claim has been forwarded by the agent State for disposition.

³ Not computed, as waiting-period week claims were not reported.

⁴ Not a signatory to Interstate agreement; hence accepts no out-of-State claims as liable State.

⁵ Benefits not payable until July 1939.

⁶ Data not reported.

one twenty-sixth of the earnings in the quarter of highest wages in the base period, with a maximum of \$15 and a minimum of \$4. The waiting period is reduced to 2 weeks of total unemployment during the benefit year, with 2 weeks of partial unemployment equaling 1 week of total unemployment. A claimant must have earned 30 times his weekly benefit amount in order to be eligible for benefits, and there is a flat duration of 16 times the weekly

benefit amount. A disqualification is applied during the active progress of a labor dispute, but it is limited to 4 weeks. The act is also revised to conform to the Railroad Unemployment Insurance Act.

Texas.—An amendment approved March 14 reduces the base period to four quarters and the waiting period to 1 week. Benefits are based on a 2-week period of unemployment instead of 1

Table 7.—Operations of the United States Employment Service, by States, February 1939

State	Placements					New applications		Active file ²	
	Total	Private			Public	Number	Percentage change from January 1	As of Feb. 28, 1939	
		Number	Percentage change from January 1	Regular (over 1 month)					
Total	181,054	126,408	+6	65,170	61,220	54,646	+17	7,198,803	
Alabama	4,515	2,771	+21	2,437	334	1,744	-26	142,573	
Alaska	622	41	-5	14	27	581	-39	2,642	
Arizona	1,037	798	-33	370	419	239	-8	25,668	
Arkansas	2,593	1,582	+47	559	1,023	1,011	-33	53,260	
California	15,201	11,376	+0	5,337	5,820	3,825	-8	374,655	
Colorado	1,476	1,089	+12	477	612	387	-23	74,788	
Connecticut	2,705	2,145	+5	1,350	705	560	-26	85,985	
Delaware	748	461	+24	224	237	287	1,251	18,927	
District of Columbia	2,431	2,233	-0	986	1,247	198	-12	51,036	
Florida ³	1,762	124	-6	65	59	1,638	-11	118,624	
Georgia	4,605	1,902	+24	1,240	752	2,703	-18	163,884	
Hawaii	374	152	+17	79	73	222	-29	6,933	
Idaho	787	636	-4	327	309	151	-30	23,600	
Illinois	9,119	8,666	+3	3,933	4,733	453	+23	299,507	
Indiana	4,924	4,610	+16	2,738	1,872	314	-23	198,555	
Iowa	4,585	3,576	+22	1,204	2,372	1,009	-19	103,767	
Kansas	1,745	953	+18	376	577	792	-24	72,452	
Kentucky	1,406	826	+17	450	367	580	-12	114,707	
Louisiana	5,061	3,801	+39	2,297	1,504	1,260	-27	143,830	
Maine	1,035	796	-16	595	201	239	-32	45,310	
Maryland	2,640	1,559	+12	922	637	1,081	-21	71,216	
Massachusetts	2,064	1,594	+0	1,176	418	470	-20	216,242	
Michigan	6,119	4,025	+7	2,371	1,654	2,094	-26	354,572	
Minnesota	3,073	2,424	-2	1,267	1,187	649	-28	203,760	
Mississippi	2,388	457	-52	321	136	1,931	-27	73,573	
Missouri	3,237	2,383	+20	1,382	1,001	854	-28	200,724	
Montana	750	367	-16	187	180	383	-20	35,063	
Nebraska	1,314	864	+41	389	475	450	-32	45,556	
Nevada	580	443	-21	229	214	137	-15	4,931	
New Hampshire	1,619	1,310	-18	1,032	278	309	-14	29,610	
New Jersey	3,407	3,077	+9	1,715	1,362	330	+21	282,801	
New Mexico	844	409	-33	282	127	435	-19	35,587	
New York	14,452	10,716	+4	5,572	5,144	3,736	-15	550,707	
North Carolina	6,717	3,368	+7	1,848	1,520	3,349	-23	129,629	
North Dakota	948	819	+2	307	512	129	-41	32,972	
Ohio	5,995	4,742	+16	2,323	2,419	1,253	-32	408,441	
Oklahoma	2,702	1,296	-3	539	757	1,406	-22	74,010	
Oregon	2,905	1,581	+23	1,147	434	1,324	-15	74,897	
Pennsylvania	6,200	5,417	+24	3,680	1,737	783	-15	951,242	
Rhode Island	691	564	+2	363	201	127	-9	31,788	
South Carolina	2,713	801	+25	465	336	1,912	-23	124,871	
South Dakota	1,019	696	+12	247	449	323	-40	36,199	
Tennessee	3,721	2,360	+1	1,587	773	1,361	-14	141,034	
Texas	23,952	17,686	-1	8,317	12,369	6,266	-27	230,678	
Utah	727	454	+22	84	370	273	-28	23,428	
Vermont	702	468	+4	275	193	234	-16	17,865	
Virginia	4,165	1,737	+2	1,235	482	2,428	-14	58,409	
Washington	1,284	995	-7	544	451	280	-2	160,599	
West Virginia	2,643	1,890	+4	1,161	729	753	-24	114,882	
Wisconsin	4,280	3,054	+20	1,858	1,196	1,226	-20	165,206	
Wyoming	382	224	+15	58	166	188	-40	14,159	

¹ Adjusted for number of working days.

² The active file represents cases regarded by the employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in the frequency with

which this is done. There is also some variation from State to State in the extent to which applicants for work relief are included in the active file.

³ Includes National Reemployment Service activities for Feb. 1-18 only.

Source: U. S. Department of Labor, U. S. Employment Service, Division of Standards and Research.

week, and for such period amount to one-thirteenth of the highest quarter's wages, with a lower limit of \$10 and a top of \$30. Duration is computed on the basis of one-fifth of wage credits. For merit rating, an employer's individual experience is correlated with the volume of the preceding year's benefit payments throughout the State, and rates assigned which will replenish the fund.

Utah.—An amendment, effective July 1, 1939, extends coverage to employing units having wages of \$140 or more payable for one calendar quarter, deletes from the exclusion of service for the State and Federal Governments service for instrumentalities thereof, and excludes nonprofit irrigation systems. A calendar base year is established, with a uniform benefit year beginning July 1. The waiting period is reduced to 2 weeks in a benefit year; the weekly benefit amount is one twenty-fourth of high-quarter earnings (computed to the next higher dollar) with a maximum of \$16 and a minimum of \$5. A minimum benefit duration of 8 weeks and a maximum duration of one-fifth of base-year earnings but not more than 16 times the weekly benefit amount are provided. To be eligible, a worker must have earned 36 times his weekly benefit amount less \$36 in his base period. The employer's classification for merit-rating purposes is based on his relative status as to percentage of decreases in pay roll from quarter to quarter during the preceding year, and rates range from 1.7 percent to 3.2 percent with 52 percent of the employers to pay 2.7 percent. The Industrial Commission is directed to create a Department of Placement and Unemployment Insurance; and provisions are included to make the law conform to the Railroad Unemployment Insurance Act.

Washington.—The Washington unemployment compensation law has been revised to conform to the Railroad Unemployment Insurance Act. The base period has been reduced to four out of five quarters preceding the benefit year, and the waiting period to 2 weeks in a benefit year. An earnings qualification of \$200 in the base year is provided. The weekly benefit amount is one-twentieth of high-quarter wages (maximum \$15,

minimum \$7) computed to the next higher multiple of 50¢. Provision is made for study and a report on merit rating by January 1941, and special provisions for seasonal employers and workers are made.

West Virginia.—The West Virginia law, which was amended on March 16, adopted a calendar year base period, and a uniform benefit year beginning April 1. The weekly benefit is based on annual wages during the base period, as given in a table, and ranges from \$3 to \$15 by 50¢ intervals. Earnings of \$150 are necessary to qualify. The waiting period is 3 weeks in a benefit year. Uniform duration of 14 times the individual's weekly benefit amount is provided. Partial benefits are payable in West Virginia on a quarterly basis, when wages in a quarter fall below 15 times the weekly benefit amount. If the unemployment compensation fund falls below \$5 million, partial benefits may be suspended until the fund reaches \$10 million. Amendments necessitated by the Railroad Unemployment Insurance Act have also been passed.

Wyoming.—An amendment passed late in February makes Wyoming employers subject if they had one or more workers in 20 weeks and pay rolls of \$150 or more in a calendar quarter. The base period is defined as the first four of the last five quarters preceding a benefit year, and the weekly benefit amount is 5 percent of highest quarterly earnings, computed to the nearest 50¢, with a maximum of \$18 and a minimum of \$5. A worker must have earned not less than \$50 in one quarter and 28 times his weekly benefit amount in the base period before he is eligible to receive benefits. The waiting period amounts to 2 weeks of unemployment in the benefit year. Total benefits are computed on the ratio of one-fourth of base-period earnings, with a maximum of 14 times the weekly benefit amount. The commission is to classify employers for merit-rating purposes so that the average rate is 2.7 percent, with no rate less than 1 percent or more than 3.6 percent. Provisions to bring the State system into conformity with the Federal railroad unemployment insurance system are also included.

PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

PUBLIC AID IN THE UNITED STATES SINCE 1933

IN THE last issue of the Bulletin announcement was made of the revision of the series on the amount of public assistance and of earnings of persons employed under Federal work programs and on the number of recipients of public aid in the continental United States.¹ In this issue monthly data for these two revised series are presented for the 74-month period extending from January 1933 through February 1939, and annual data on expenditures are given for the 6 years 1933-38.

During this 6-year period the total amount

¹ *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 39-41.

spent for public assistance and earnings under Federal work programs in the continental United States was \$15.8 billion. The volume of expenditures increased in each year except 1937, rising from \$1.3 billion in 1933 to \$3.5 billion in 1938. (See table 1.)

The term "public assistance" is used in a generic sense to include the three special types of public assistance, namely—old-age assistance, aid to dependent children, and aid to the blind—and also general relief, aid under the special programs of the Federal Emergency Relief Administration, and subsistence payments certified

Chart I.—*Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933-February 1939 (see table 2)*

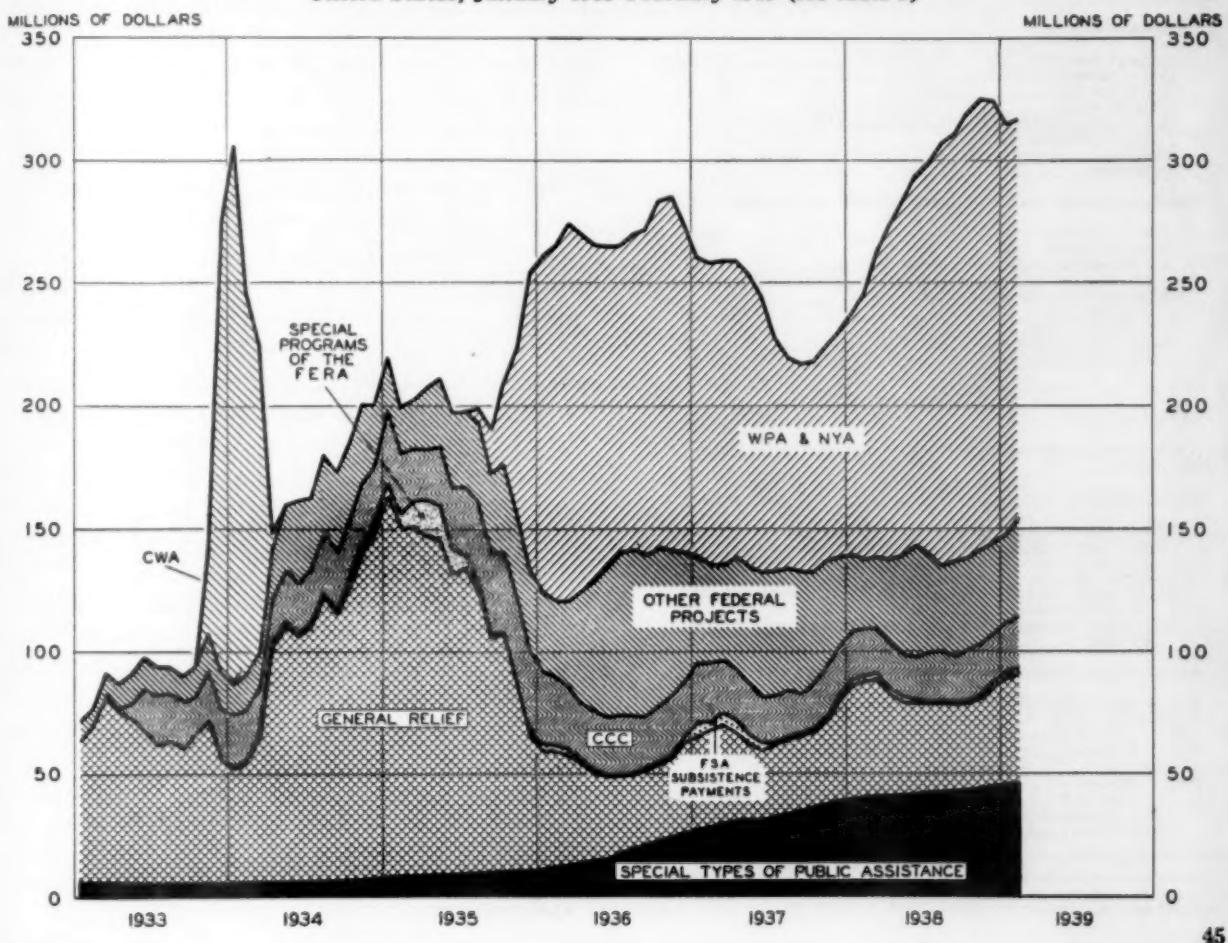


Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by programs and by calendar years, 1933-38¹

Program	1933	1934	1935	1936	1937	1938
Amount (in thousands)						
All public assistance and earnings of persons employed under Federal work programs	\$1,335,652	\$2,379,098	\$2,523,480	\$3,254,195	\$2,868,611	\$3,487,114
Public assistance	814,412	1,284,202	1,594,096	676,610	840,338	1,009,585
Old-age assistance	26,071	32,244	64,966	15,196	310,508	392,876
Aid to dependent children	40,504	40,686	41,727	49,455	71,159	97,336
Aid to the blind	5,839	7,073	7,970	12,813	16,174	19,164
General relief	741,552	1,176,527	1,401,476	438,673	406,000	477,409
Relief under special programs of the Federal Emergency Relief Administration	446	27,672	75,416	107	2	-----
Subsistence payments certified by the Farm Security Administration	-----	-----	2,541	20,365	35,894	22,600
Earnings of persons employed under Federal work programs	521,239	1,094,896	929,384	2,577,586	2,028,273	2,477,729
Civilian Conservation Corps	140,736	260,957	332,831	292,391	245,756	230,106
Works Progress Administration:	-----	-----	238,018	1,592,040	1,186,266	1,722,287
Projects operated by the WPA	-----	-----	6,364	25,900	24,288	19,594
Projects operated by other Federal agencies	-----	-----	-----	28,884	32,603	41,554
National Youth Administration:	-----	-----	-----	638,371	530,209	435,690
Student aid	-----	-----	-----	-----	-----	-----
Work projects	165,548	330,880	352,152	-----	-----	-----
Other Federal work and construction projects	214,956	503,059	-----	-----	-----	-----
Civil Works Program	-----	-----	-----	-----	-----	-----
Percentage distribution						
All public assistance and earnings of persons employed under Federal work programs	100.0	100.0	100.0	100.0	100.0	100.0
Public assistance	61.0	54.0	63.2	20.8	29.3	28.9
Old-age assistance	2.0	1.4	2.6	4.8	10.8	11.3
Aid to dependent children	3.0	1.7	1.7	1.5	2.5	2.8
Aid to the blind	.5	.3	.3	.4	.6	.5
General relief	55.5	40.4	55.5	13.5	14.2	13.7
Relief under special programs of the Federal Emergency Relief Administration	(1)	1.2	3.0	(1)	(1)	-----
Subsistence payments certified by the Farm Security Administration	-----	-----	.1	.6	1.2	.6
Earnings of persons employed under Federal work programs	39.0	46.0	36.8	79.2	70.7	71.1
Civilian Conservation Corps	10.5	11.0	13.2	9.0	8.6	6.6
Works Progress Administration:	-----	-----	9.4	48.9	41.4	49.4
Projects operated by the WPA	-----	-----	-----	-----	-----	.5
Projects operated by other Federal agencies	-----	-----	-----	-----	-----	-----
National Youth Administration:	-----	-----	-----	-----	-----	-----
Student aid	-----	-----	.2	.8	.8	.6
Work projects	12.4	13.9	14.0	19.6	18.8	12.5
Other Federal work and construction projects	16.1	21.1	-----	-----	-----	-----
Civil Works Program	-----	-----	-----	-----	-----	-----
Amount per inhabitant ²						
All public assistance and earnings of persons employed under Federal work programs	\$10.62	\$18.79	\$19.79	\$25.34	\$22.19	\$26.98
Public assistance	6.48	10.14	12.50	5.27	6.50	7.81
Old-age assistance	.21	.25	.51	1.20	2.40	3.04
Aid to dependent children	.32	.32	.33	.39	.55	.75
Aid to the blind	.05	.06	.06	.10	.12	.15
General relief	5.90	9.29	10.99	3.42	3.15	3.70
Relief under special programs of the Federal Emergency Relief Administration	(1)	.22	.59	(1)	(1)	-----
Subsistence payments certified by the Farm Security Administration	-----	-----	.02	.16	.28	.17
Earnings of persons employed under Federal work programs	4.14	8.65	7.29	20.07	15.69	19.17
Civilian Conservation Corps	1.11	2.06	2.61	2.27	1.90	1.78
Works Progress Administration:	-----	-----	1.87	12.40	9.18	13.33
Projects operated by the WPA	-----	-----	-----	-----	-----	.22
Projects operated by other Federal agencies	-----	-----	-----	-----	-----	-----
National Youth Administration:	-----	-----	-----	-----	-----	-----
Student aid	-----	-----	.05	.20	.19	.15
Work projects	1.32	2.62	2.76	4.97	4.17	3.37
Other Federal work and construction projects	1.71	3.97	-----	-----	-----	-----
Civil Works Program	-----	-----	-----	-----	-----	-----

¹ See footnotes on table 2.

² Less than 0.1 percent.

³ Based on total population estimated by the U. S. Bureau of the Census

as of July 1 of each year except 1938, which is based on estimated population as of July 1, 1937.

⁴ Less than 1 cent.

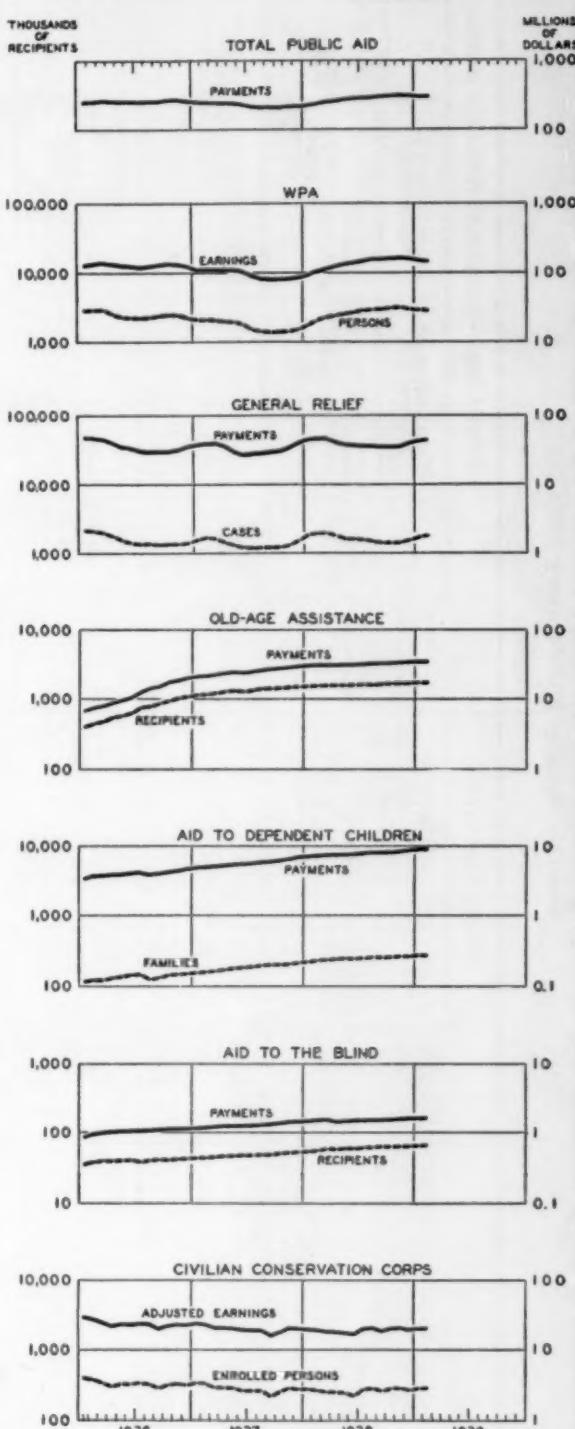
by the Farm Security Administration. With the exception of a relatively small amount of assistance in the form of earnings not related to a budget deficit, all the aid classified as public assistance represents payments scaled to the need of the individual recipient on the basis of either his budget deficit or a flat grant minus the amount of any other income he may have. In 1933, 1934, and 1935 substantial amounts of general relief were given to persons employed on work-relief projects of the FERA, but the amounts of the grants to such persons were determined in the same manner as direct relief payments. In the years subsequent to 1935 practically all payments made under the public-assistance programs were in the form of direct aid, with no work requirement. A small amount of State and local work relief which cannot be classified separately is included in the data for general relief for these years.

Unlike the public-assistance payments, earnings under the Federal work programs are not based on the particular needs of the individual worker or his family, but on fixed wage rates and hours. Furthermore, the persons employed on the work programs have been selected from the ranks of the general unemployed as well as from persons certified as in need of relief.

In the years 1933, 1934, and 1935 expenditures for all types of public assistance accounted for 61.0, 54.0, and 63.2 percent, respectively, of aggregate expenditures for the relief of destitution. Except for the brief period of the Civil Works Administration program and the early months of 1933, the general relief program of the FERA bore the brunt of the burden in these years.

In 1936, 1937, and 1938 earnings of persons employed under Federal work programs represented the major portion of the total volume of aid—79.2, 70.7, and 71.1 percent, respectively. Aggregate expenditures for the public-assistance programs declined substantially from the level for the preceding 3 years during this period, but the shrinkage occurred entirely in general relief and in the special programs of the FERA which were liquidated. Marked expansion occurred in old-age assistance, aid to dependent children, and aid to the blind. Subsistence payments to farmers, which showed marked expansion in 1936 and 1937, fell in 1938.

Chart II.—*Trend of public assistance and earnings of persons employed on Federal work programs in the continental United States, February 1939 (semi-logarithmic scale)¹*



¹See tables 2 and 3 for programs not included in this chart.

48 Table 2.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1933–February 1939.¹

[In thousands]

Year and month	Obligations incurred for—	Earnings of persons employed under Federal work programs						
		All public assistance and earnings of persons employed under Federal work programs	Special types of public assistance ²	General relief ³	Relief under special grants of the Federal Emergency Relief Administration ⁴	Subsistence payments certified by the Farm Security Administration ⁵	Civillian Conservation Corps ⁶	
							Works Progress Administration ⁷	
Total for 1933	\$72,414	\$71,532	\$446	\$140,736				\$214,946
January	74,812	6,485	67,417					10,910
February	79,912	6,218	63,604					10,090
March	94,567	6,215	76,082					11,670
April	89,402	6,109	69,129					12,690
May	94,103	6,009	68,846					14,810
June	101,047	5,961	62,324					15,770
July	96,884	5,883	56,406					14,016
August	96,108	5,866	57,852					12,394
September	93,931	5,870	54,905					13,896
October	98,851	5,867	60,928					14,777
November	141,734	5,878	65,069	4	64			31,632
December	276,300	6,002	49,599	378				17,946
Total for 1934	80,003	1,176,627	27,672		260,947			16,978
January	308,323	6,274	46,546	1,175				183,024
February	247,398	6,208	48,305	1,703				
March	225,344	6,300	59,112	2,524				
April	149,791	6,267	96,026	2,234				
May	162,076	6,341	104,155	2,306				
June	163,540	6,418	99,884	1,885				
July	160,365	6,371	103,744	1,066				
August	186,945	6,691	116,388	1,282				
September	174,801	6,735	108,820	1,804				
October	187,051	6,990	119,715	2,233				
November	282,369	7,166	123,373	3,049				
December	202,005	8,042	140,416	4,272				
Total for 1935	114,663	1,401,476	75,416		\$2,541			
January	216,223	8,478	155,531	5,020				22,158
February	200,968	8,062	141,593	6,635				19,754
March	204,308	8,758	142,494	10,887				20,692
April	206,747	9,051	138,491	14,870				25,827
May	212,610	9,213	136,628	14,065				28,029
June	198,405	9,381	122,958	10,957				31,080
July	199,442	9,690	124,510	6,101				31,051
August	199,844	9,804	114,830	3,371				32,841
September	191,160	9,958	95,440	1,586				33,586
October	210,974	10,221	97,100	872				36,405
November	225,195	10,548	76,005	794				36,227
December	255,513	10,849	55,397	299	2,442			35,552

Total for 1936		438,673	107	20,365	292,391	1,592,040	25,900	\$28,884	638,371
January	217,464								
261,268	11,426	48,243	37	2,788	22,702	134,237	2,416	196	32,114
265,940	12,452	47,048	13	2,697	28,188	140,672	2,779	1,001	31,116
274,191	13,089	44,744	1	3,151	24,858	147,930	2,986	2,153	35,268
270,041	14,211	40,270	9	2,014	22,575	138,834	3,190	2,903	46,034
May	286,262	14,938	35,140	10	1,307	24,348	130,241	3,554	2,866
June	260,688	15,900	33,324	8	945	23,518	124,686	1,842	3,070
July	265,131	18,423	30,904	5	563	24,496	121,621	1	2,574
August	269,818	20,066	29,720	1	1,488	23,625	125,068	7	2,582
September	271,850	21,621	30,143	1	1,367	21,903	128,971	342	2,720
October	263,875	23,520	30,806	1	1,416	24,006	135,188	2,516	2,787
November	265,153	25,070	31,977	1	1,214	137,562	137,562	64,541	64,541
December	273,989	26,741	36,361	1	11,214	22,945	125,739	3,132	69,133
Total for 1937	2,898,611	307,841	406,600	2	35,894	245,736	1,186,266	3,729	82,817
January	260,273	28,804	37,906	11	5,484	24,485	114,838	2,967	3,057
February	258,087	28,876	39,211	12	3,755	24,158	116,047	3,227	3,245
March	259,091	30,290	36,706	13	5,533	21,238	116,912	3,226	38,880
April	258,945	31,125	35,745	14	5,200	21,228	113,831	3,347	3,101
May	263,150	31,663	30,615	15	3,225	21,039	112,178	3,642	3,106
June	244,203	31,461	28,228	16	3,356	19,396	106,308	1,092	45,217
July	227,293	33,024	29,019	17	944	19,334	91,660	0	47,206
August	219,089	34,047	29,955	18	439	19,778	82,778	19	50,643
September	216,394	35,550	30,274	19	1,197	16,312	81,146	164	49,175
October	217,747	36,626	30,729	20	396	16,369	81,369	1,590	49,558
November	224,378	37,998	33,977	21	1,779	20,876	82,634	1,977	45,498
December	229,955	39,376	41,738	22	2,276	19,912	86,475	2,046	2,429
Total for 1938	3,497,114	509,378	477,409	...	22,600	230,166	1,722,257	\$28,468	19,594
January	237,346	40,097	46,512	...	2,204	19,940	93,060	41,554	435,600
February	215,750	40,571	47,294	...	2,473	17,309	103,092	1,996	2,532
March	263,285	41,277	47,549	...	2,577	18,336	119,693	2,166	2,688
April	274,101	41,470	41,267	...	2,336	18,311	131,419	2,203	2,739
May	283,853	41,731	37,580	...	2,156	18,014	137,916	2,255	2,778
June	294,862	41,820	36,988	...	1,766	17,174	146,068	2,406	3,075
July	269,388	42,491	36,343	...	1,291	19,848	131,416	1,580	3,583
August	307,293	42,885	36,290	...	1,119	20,334	163,378	6	3,701
September	311,159	43,337	35,466	...	1,231	18,767	164,910	211	3,903
October	320,305	43,839	34,885	...	1,492	20,367	171,161	9,939	1,978
November	325,551	44,448	36,455	...	1,703	20,514	172,257	4,908	4,193
December	324,498	45,411	40,770	...	2,262	19,252	167,889	4,902	4,396
January	316,010	45,966	43,504	...	2,391	20,642	155,827	2,244	3,346
February	316,860	46,068	44,875	...	2,327	20,650	152,115	4,410	4,466

¹ This series differs from that previously published because, in addition to earnings of persons certified as in need of relief, it includes the earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. The series for the CCC has not been changed. Figures do not include the cost of administration, the cost of materials, equipment, and other items incident to the operation of work programs; or transient care. Figures are partly estimated and subject to revision.

² Figures for January 1933-January 1936 represent payments from State and local funds only. Figures for subsequent months represent payments from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act and payments from State and local funds only in States not participating under the Act.

³ Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures for 1933-35 include obligations incurred for direct relief, and earnings of relief and nonrelief persons (other than administrative employees) employed under the general relief program of the FERA; they do not include obligations incurred for relief extended to cases by local authorities from public funds under the poor laws.

⁴ Figures from the WPA, Division of Statistics, include obligations incurred for relief extended to cases under the emergency education, student aid, and rural rehabilitation programs of the FERA.

⁵ Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administra-

⁶ Figures estimated by multiplying the average monthly number of persons enrolled by an average of \$70 per month. This average amount is based upon the amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

⁷ Figures from the WPA, Division of Statistics, represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended within the month.

⁸ Figures from the WPA, Division of Statistics, represent earnings during all pay-roll periods ended within the month.

⁹ Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment, represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended within the monthly period ended on the 15th of the specified month.

¹⁰ Figures from the WPA, Division of Statistics, represent estimated total earnings during the month of persons employed under the Civil Works Program.

¹¹ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹² Less than \$1,000: \$634, \$765, \$724, respectively.

¹³ Less than \$1,000.

Table 3.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1933–February 1939¹*

[In thousands]

Year and month	Recipients of special types of public assistance ²			Persons employed under Federal work programs					
	Old-age assistance		Families	Aid to dependent children	Cases receiving general relief ³	Cases for which subsistence payments were certified by Farm Security Administration ⁴	Civilian Conservation Corps ⁵	Works Progress Administration ⁶	National Youth Administration ⁷
	Old-age assistance	Families		Aid to the blind					
1933									
January	116	112	280	25	4,200				
February	116	108	270	24	4,610				
March	112	113	283	24	5,080				
April	110	111	278	25	4,914				
May	109	111	278	24	4,723				
June						21			
July	108	108	270	24	4,191				
August	106	106	272	25	3,905				
September	105	110	275	24	3,759				
October	104	111	277	24	3,401				
November	105	111	277	25	3,445				
December	107	112	286	25	3,068	2			
					11				
1934									
January	123	110	275	27	2,929				
February	123	109	272	26	3,085				
March	125	111	277	26	3,634				
April	125	109	272	27	4,475				
May	128	110	275	26	4,446				
June	130	109	272	29	4,333				
July	134	110	275	32	4,428				
August	141	110	275	31	4,650				
September	145	106	272	31	4,687				
October	154	111	277	33	4,721				
November	164	111	277	32	4,904				
December	206	113	280	33	5,160				
1935									
January	240	106	270	33	5,305				
February	236	107	267	32	5,313				
March	263	108	270	32	5,228				
April	274	110	275	33	5,072				
May	281	110	275	32	4,904				
June	263	108	270	33	4,599				
July	302	110	275	34	4,452				
August	314	110	275	33	4,275				
September	326	112	280	33	4,940				
October	347	113	282	34	5,743				
November	359	117	286	35	5,477				
December	378								

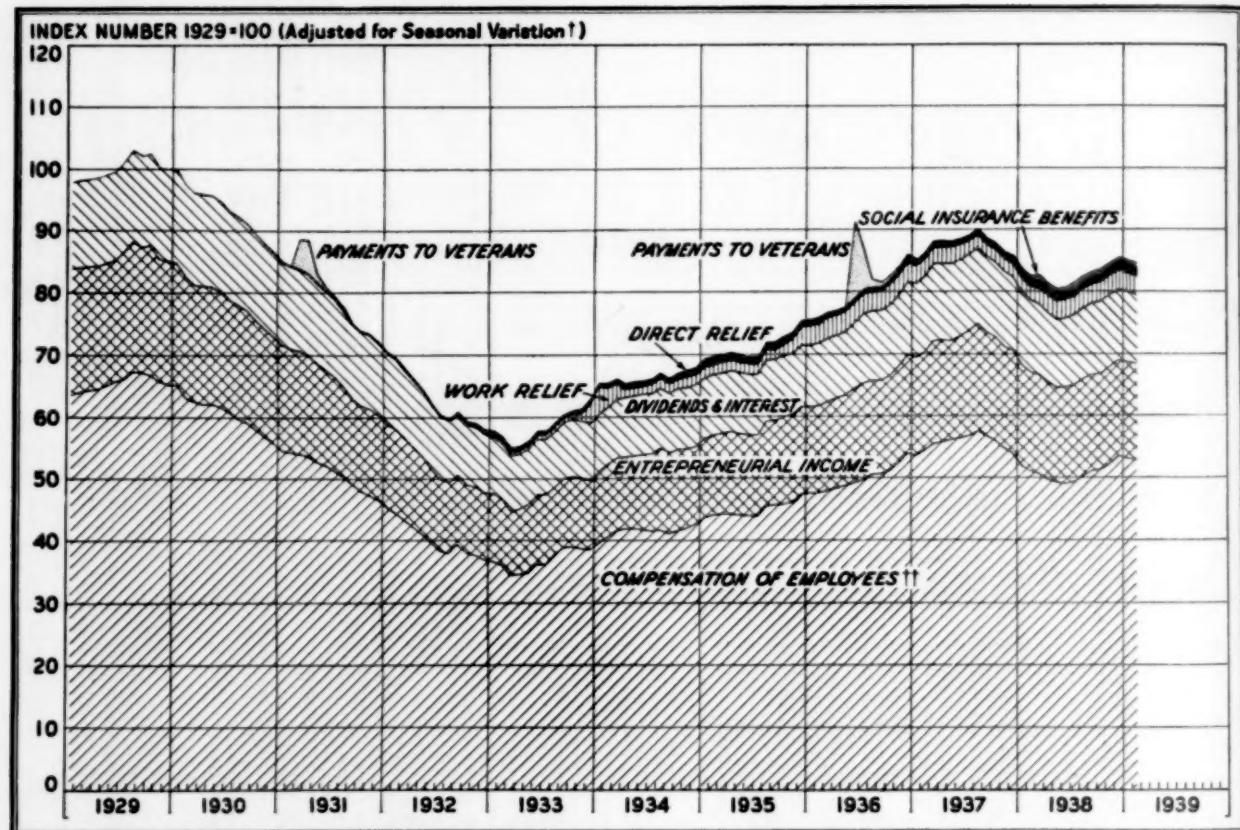
The amount spent per inhabitant for all public assistance and earnings in the continental United States rose from \$10.62 in 1933 to \$26.98 in 1938. Per inhabitant expenditures for general relief were highest in the years 1933-35, amounting to \$5.90, \$9.29, and \$10.99, respectively. In 1936, 1937, and 1938 expenditures per inhabitant for earnings of persons employed on projects operated by the WPA were \$12.40, \$9.18, and \$13.33, respectively.

The number of recipients of each type of public assistance and of earnings under the various Federal work programs are shown by months in table 3. Estimates of the number of households and persons benefiting from all forms of aid are now being constructed and will be published in a later issue of the Bulletin. The data for individual programs cannot be added to obtain the total

number of households or persons assisted because of the facts (1) that the recipient may represent a person, a family, or some other combination of persons; (2) that the figures do not uniformly represent the actual number of recipients aided during the calendar month; and (3) that some recipients are in households receiving two or more types of aid in the month, either successively or concurrently.

Chart III, which was prepared by the Department of Commerce, presents an index of income payments in the continental United States over the period January 1929 through February 1939. This chart shows the relative importance of different types of income payments, including those for direct and work relief, that is, for public assistance and earnings under Federal work programs.

Chart III.—*Index of income payments in the continental United States, January 1929—February 1939*



[†]Work relief, direct relief, social insurance benefits, and payments to veterans not adjusted for seasonal variation.

^{††}Excluding work relief.

Prepared by: U. S. Department of Commerce, Division of Economic Research, National Income Section.

STATISTICS BY STATES FOR JANUARY 1939

This issue of the Bulletin presents for the first time tables showing State figures on recipients of public aid and on amounts of assistance extended to these recipients, comparable in content to the data for the continental United States shown in tables 2 and 3. The data contained in tables 4 and 5 reveal the diversity in State patterns underlying the national figures. These data provide an over-all picture for each State and make possible comparison of State figures with those for the country as a whole. Table 4 shows the volume of payments under the various public-assistance and Federal work programs in each State for January 1939; table 5 presents corresponding data on the number of recipients and the number of persons employed.

It has long been realized that a great deal of variation exists from State to State in the relative importance of the various public-assistance and work programs which comprise the total structure for providing public aid. The several States differ significantly not only with respect to the stage of development of the different programs and their economic and fiscal capacities to support these programs but also with respect to the incidence of need and the character of the population requiring public aid. The problem of providing assistance in highly industrialized States differs in some essential respects from that of relieving distress in predominantly agricultural States; and in some States unemployment is not only relatively greater in volume but also relatively more persistent than in other States.

In January 1939 total payments for public assistance and earnings under Federal work programs in the continental United States amounted to \$316 million. Of this total, the largest share—49.3 percent—was accounted for by earnings of persons employed on work projects operated by the Works Progress Administration. Among the individual States, however, there was wide variation in the relative importance of such earnings—from 28.2 percent in Wyoming to 67.5 percent in Ohio. Earnings on projects operated by the WPA exceeded 60 percent of total payments for public aid in 4 States and represented less than 40 percent of the total in 15 States. In 45 of the 49 States, however, WPA earnings bulked larger than any other type of public aid. In Nevada, Vir-

ginia, Wyoming, and the District of Columbia such earnings were second in importance to earnings on other Federal work and construction projects.

Earnings of persons employed on work projects operated by other Federal agencies but financed with funds transferred by the WPA amounted to only 1.5 percent of all public aid in the country as a whole in January 1939. Such earnings varied from 0.2 percent of the total in Ohio to 7.8 percent in Maryland and exceeded 5 percent of all public aid in 4 States.

In January 1939 payments to recipients of old-age assistance, aid to dependent children, and aid to the blind comprised the second largest share of total expenditures for public aid, accounting for 14.5 percent of the total bill for the country as a whole. The share represented by payments for these types of assistance varied widely, however, among the several States—from 3.4 percent in Virginia to 34.6 percent in Colorado. In the latter State earnings on projects operated by the WPA comprised a share only slightly larger—37.5 percent. The special types of public assistance accounted for the second largest share of all public aid in 20 of the 49 States, and in 14 States represented less than 10 percent of the total.

Payments for general relief in January 1939 amounted to 13.8 percent, the third largest portion of all public aid in the country as a whole. Such payments are concentrated to a large degree in the most populous States. In January general relief comprised only 0.2 percent of all public aid in Mississippi, whereas it comprised 29.8 percent in New York. Payments for this type of aid accounted for less than 10 percent of the total in 31 States and in 22 of these for less than 5 percent.

Earnings of persons employed on other Federal work and construction projects comprised 11.5 percent of the total amount expended for public aid in the continental United States in January of this year. The proportion of the total represented by such earnings ranged from 2.2 percent in North Dakota, which is a predominantly rural State, to 48.8 percent in the District of Columbia, which is 100 percent urban and is the center of much Federal construction. As previously noted, earnings on other Federal work and construction projects exceeded earnings on projects operated by

the WPA in 4 jurisdictions; and in 16 States earnings of this type ranked second in relative importance to WPA earnings.

In January 1939 earnings of enrollees in the Civilian Conservation Corps accounted for 6.5 percent of the total bill for public aid in the country as a whole. The share that such earnings comprised of State totals varied from 3.0 percent in the District of Columbia to 19.4 percent in Arkansas.

Table 4.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, January 1939¹

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration		National Youth Administration		
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total	\$316,010	\$45,966	\$43,504	\$2,391	\$20,642	\$155,827	\$4,686	\$2,244	\$4,346	\$36,404
Alabama	4,181	224	26	541	2,122	41	40	119	1,042	
Arizona	1,570	256	53	32	179	524	48	9	13	456
Arkansas	2,846	142	19	13	551	1,657	55	26	56	327
California	20,298	4,911	3,854	79	710	6,946	409	122	138	3,039
Colorado	3,940	1,362	3,210	25	206	1,479	206	29	49	374
Connecticut	3,920	487	645	1	224	1,779	73	18	55	648
Delaware	458	43	51	(4)	37	175	12	3	5	132
District of Columbia	2,059	137	43		63	689	92	17	14	1,004
Florida	3,619	556	53	10	322	2,157	58	26	72	365
Georgia	3,949	424	46	31	620	2,148	109	46	106	419
Idaho	1,133	248	146	5	96	504	39	12	22	161
Illinois	22,912	2,712	4,382	6	1,107	12,832	117	126	234	1,408
Indiana	7,946	1,399	904	3	480	4,490	64	60	92	454
Iowa	4,139	1,100	584	1	314	1,575	17	42	49	457
Kansas	3,500	614	320	130	260	1,562	59	51	96	418
Kentucky	4,237	399	38	3	487	2,592	67	46	107	478
Louisiana	4,060	518	109	17	435	2,077	18	37	98	751
Maine	1,654	323	295	1	132	478	36	12	34	345
Maryland	2,520	555	274	1	207	746	196	21	24	486
Massachusetts	15,875	2,793	2,019	1	650	8,648	154	70	135	1,403
Michigan	13,229	1,736	1,728	8	664	8,000	112	84	140	757
Minnesota	8,080	1,600	1,274	62	535	4,067	54	53	125	301
Mississippi	2,716	137	4	4	457	1,506	31	30	73	474
Missouri	8,888	1,744	420	182	786	4,710	78	62	132	784
Montana	2,518	323	124	149	177	1,071	81	16	30	547
Nebraska	2,984	608	141	103	248	1,437	26	29	55	277
Nevada	411	60	9	(6)	29	125	6	2	3	177
New Hampshire	1,500	115	233	1	57	543	16	7	21	487
New Jersey	11,030	886	1,980	2	613	5,938	155	51	143	1,262
New Mexico	1,063	74	9	8	166	508	27	10	38	233
New York	38,368	4,500	11,417	14	1,290	16,748	327	228	446	3,298
North Carolina	3,577	449	34	3	532	1,596	82	52	98	731
North Dakota	2,116	202	107	668	237	741	31	22	62	46
Ohio	21,809	3,024	1,806	5	983	14,723	46	120	188	914
Oklahoma	5,580	1,563	1,97	11	655	2,545	127	61	152	378
Oregon	2,432	475	197	10	169	1,079	57	20	30	395
Pennsylvania	30,400	2,929	7,208	3	1,304	15,493	304	172	292	2,695
Rhode Island	2,133	167	167	(6)	104	932	13	11	23	890
South Carolina	2,958	246	27	14	380	1,487	124	33	72	575
South Dakota	2,127	366	86	524	216	755	37	27	50	66
Tennessee	3,945	496	1,31	1	542	1,684	45	46	84	1,018
Texas	8,466	1,572	3,144	34	1,107	3,453	228	109	205	1,614
Utah	1,561	379	79	1	96	697	101	19	26	163
Vermont	726	96	92	1	41	392	27	7	7	63
Virginia	3,181	109	93	2	471	1,035	103	39	70	1,239
Washington	6,618	1,032	456	11	303	2,612	391	38	47	1,928
West Virginia	3,438	390	211	1	345	2,106	20	33	102	230
Wisconsin	8,337	1,378	1,141	106	454	4,456	40	49	123	500
Wyoming	741	90	51	21	59	209	33	4	10	264

¹ See footnotes on table 2.

² Includes \$2,000 not distributed by States.

Earnings in the form of student aid administered by the National Youth Administration and earnings on work projects operated by that agency comprised 0.7 percent and 1.4 percent, respectively, of all public aid in the continental United States in January 1939. Neither of these types of aid represented a significant share of the total in any State.

Subsistence payments certified by the Farm

³ Figures are estimated.

⁴ Less than \$1,000.

Security Administration represented less than 1 percent of all public aid in January. In a few States, however, such payments reached substantial proportions. In North Dakota subsistence payments accounted for 31.6 percent of the total expended for public aid—not much below the share represented by earnings on projects operated by the WPA—35.0 percent. In South Dakota these payments comprised 24.6 percent of

the total as compared with 35.5 percent for WPA earnings.

From December 1938 to January 1939 the total expended for public assistance and earnings under Federal work programs in the continental United States declined 2.6 percent. In 42 of the 49 States total expenditures for public aid followed the same course, with the decreases ranging from 0.3 percent in Kansas to 9.2 percent in Mississippi.

Table 5.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, January 1939* ¹

State	Recipients of special types of public assistance			Cases receiving general relief	Persons employed under Federal work programs								
	Old-age assistance	Aid to dependent children			Civilian Conservation Corps ²	Works Progress Administration		National Youth Administration		Other Federal work and construction projects			
		Families	Children			Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects				
Total	1,792,122	287,632	701,147	66,930	1,765,689	126,026	301,443	2,928,459	87,649	368,735	237,447	³ 351,193	
Alabama	15,930	5,529	16,394	480	2,733	774	7,901	59,674	1,029	7,046	8,643	11,721	
Arizona	6,817	2,145	6,262	303	3,734	1,877	2,578	9,715	902	1,503	734	4,554	
Arkansas	17,151	4,030	11,017	624	3,875	679	8,058	50,319	1,957	5,534	2,316	5,309	
California	125,846	12,928	31,995	6,190	124,444	5,409	10,364	107,775	7,391	15,706	6,781	25,856	
Colorado	37,960	4,247	10,758	621	13,700	1,284	3,013	27,586	3,640	4,729	3,076	3,855	
Connecticut	15,343	1,350	3,300	115	24,346	18	8,273	27,127	1,489	2,473	2,345	5,197	
Delaware	2,627	469	1,092		2,484	14	844	3,698	233	382	202	1,452	
District of Columbia	3,265	1,032	3,155	223	1,609		916	12,204	1,245	1,487	716	7,041	
Florida	34,869	2,350	6,261	2,243	7,851	370	4,707	51,292	1,479	4,444	5,165	4,972	
Georgia	35,882	4,606	12,322	1,294	7,328	965	9,060	61,960	2,808	9,751	6,256	7,077	
Idaho	8,725	2,692	6,352	294	4,300	185	1,399	10,405	775	2,081	1,301	1,440	
Illinois	125,562	7,500	17,000	7,700	189,860	288	16,177	233,233	2,231	20,870	11,801	12,732	
Indiana	55,715	15,469	32,408	2,479	63,864	138	7,016	83,141	1,203	10,082	5,121	5,054	
Iowa	50,863	3,000	7,000	1,298	33,612	21	4,568	30,808	364	6,547	2,932	5,540	
Kansas	22,610	4,827	11,490	1,029	22,398	8,358	3,796	34,159	1,083	9,475	5,425	5,113	
Kentucky	44,485	256	827		4,700	147	7,111	64,160	1,484	8,794	5,318	5,723	
Louisiana	28,793	10,078	29,248	765	8,270	1,350	6,363	51,941	583	5,661	5,515	8,489	
Maine	11,831	1,325	3,450	1,258	12,838	49	1,931	9,798	715	1,804	1,159	3,831	
Maryland	17,365	7,806	21,075	632	11,405	39	3,031	15,115	4,020	3,148	1,389	5,259	
Massachusetts	75,764	9,659	23,426	1,112	72,165	34	9,493	123,970	2,135	10,524	6,977	11,550	
Michigan	70,911	12,601	29,053	696	77,405	435	9,707	139,034	1,853	12,908	7,302	7,376	
Minnesota	65,474	6,904	17,427	777	48,036	3,594	7,809	65,187	882	8,993	6,560	3,636	
Mississippi	19,144				435	1,223	208	6,680	46,871	899	5,874	4,863	7,507
Missouri	74,821	8,420	20,440	3,900	37,113	12,939	11,480	105,311	1,730	11,162	7,901	8,877	
Montana	12,635	2,136	5,011	113	8,049	6,606	2,557	18,634	5,151	3,102	1,437	4,476	
Nebraska	27,195	4,693	10,688	602	11,561	10,619	3,623	28,113	570	4,703	3,264	3,040	
Nevada	2,132	127	301	10	691	1	419	2,479	120	224	160	1,463	
New Hampshire	4,063	341	907	316	9,163	26	827	10,127	266	1,120	894	3,601	
New Jersey	27,794	11,245	25,021	608	80,400	63	8,951	97,401	2,525	7,864	6,681	10,224	
New Mexico	3,824	1,511	4,355	198	1,777	494	4,245	10,828	534	1,851	2,105	2,600	
New York	110,976	35,188	70,231	2,637	299,227	503	18,844	240,064	5,140	33,167	20,595	22,912	
North Carolina	31,972	7,760	21,053	1,953	6,064	141	7,775	47,536	1,972	8,118	7,168	10,971	
North Dakota	7,895	1,887	5,374	113	6,731	30,930	3,454	14,028	637	4,046	3,889	604	
Ohio	111,183	10,902	31,188	3,944	96,629	266	14,358	250,322	797	18,102	8,833	9,551	
Oklahoma	65,957	15,432	35,626	2,029	4,21,800	543	9,551	65,083	3,234	13,500	7,763	4,486	
Oregon	18,853	1,602	3,547	435	13,843	316	2,465	18,089	1,043	3,126	1,534	4,086	
Pennsylvania	87,837	20,601	49,908	12,048	260,672	96	19,049	248,570	4,329	29,129	13,181	22,886	
Rhode Island	6,245	1,953	2,859	50	11,400	8	1,515	15,496	168	1,415	1,161	3,970	
South Carolina	23,641	4,175	12,245	803	2,765	574	5,552	43,189	2,821	5,866	4,152	7,231	
South Dakota	16,270	2,170	4,971	229	5,817	26,776	3,138	15,366	691	5,696	3,349	972	
Tennessee	22,125	9,905	26,600	1,424	4,5,200	33	7,919	50,781	1,998	8,586	5,392	10,759	
Texas	113,393	112	241		4,15,700	1,601	16,181	105,752	5,183	15,190	14,869	10,452	
Utah	13,392	2,965	7,349	203	4,153	41	1,405	12,273	1,731	3,354	1,596	1,643	
Vermont	5,728	404	1,187	140	3,529	17	603	7,415	515	972	413	741	
Virginia	8,529	838	3,013	689	9,694	89	6,883	28,557	2,145	6,017	4,505	13,580	
Washington	37,539	5,808	13,106	1,025	31,682	387	4,415	43,745	5,617	5,777	2,302	11,929	
West Virginia	17,912	6,059	17,580	752	22,355	35	5,048	48,365	561	6,321	5,485	2,670	
Wisconsin	44,211	10,884	25,498	1,979	52,726	5,946	6,634	77,703	755	9,946	5,966	5,991	
Wyoming	3,059	608	1,529	162	2,768	837	858	4,060	592	585	655	2,133	

¹ See footnotes on table 3.

² Figures represent number of neolices, by State of origin, as of last day of month.

³ Includes 21 persons not included in State distribution.

⁴ Figures are estimated.

The decline in most States was attributable primarily to decreases in earnings of persons employed on projects operated by the WPA. Such earnings declined 7.2 percent in the country as a whole and were lower in January than in December in all but two States—Massachusetts and North Dakota. In Massachusetts, where WPA earnings increased 8.2 percent, the total amount of public aid rose 7.1 percent—the only sizable in-

crease recorded for January. In North Dakota, however, subsistence payments by the FSA, which are of major importance in that State, declined sharply and the total bill for public aid also decreased. The declines in the amount of earnings on projects operated by the WPA ranged from 0.4 percent in Wyoming to 17.5 percent in Rhode Island and were 10 percent or more in 10 States. Earnings on projects financed with WPA funds

Table 6.—Percentage change from December 1938 to January 1939 in amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration		National Youth Administration		
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total	-2.6	+1.2	+6.7	+5.7	+7.2	-7.2	-4.4	-7.2	-1.1	-1.9
Alabama	-2.2	-1.0	+4.9	+62.8	+3.1	-5.1	-5.3	-11.6	+11.0	-1.0
Arizona	+.1	+1.7	+9.8	+104.1	-3.3	-5.4	-22.4	-10.6	+7.0	+6.1
Arkansas	-8.9	-1.0	+7.6	+107.4	-4.5	-9.8	-16.7	+2.5	-48.1	-7.7
California	+1.8	+4	+19.3	+71.6	+11.7	-4.7	+5.1	-10.6	-2.2	-1.5
Colorado	-1.1	+7.5	(1)	+4.7	+10.0	-8.9	+3.8	-3	+2	-8.5
Connecticut	+.5	+4	+7.2	-53.1	+41.5	-11.3	-6.4	-2.9	+5.0	+27.8
Delaware	-.9	+5	+10.7	+30.5	+8	-9.8	-11.2	-7	+7	+8.8
District of Columbia	-1.1	+1	+6.9	(1)	+15.2	-6.7	-13.8	-9.7	-8.1	+3.6
Florida	+.9	+2.7	-7.5	-16.8	+3.8	-2.3	+10.6	-8.1	-2.4	+19.2
Georgia	-4.0	+1	-3.7	+161.2	-2.0	-8.1	-12.8	-11.2	+6.0	+9.6
Idaho	-7.7	-7.7	(1)	+25.6	+7.5	-6.6	+3.3	-6.4	-24.9	-15.3
Illinois	-4.1	+1.3	+1.2	+112.0	+24.5	-6.6	-5.5	-8.7	-1	-20.2
Indiana	-6.2	+3.2	+12.0	+75.7	+12.7	-13.2	-6.1	-4.9	-6	-6.9
Iowa	-1.7	+3	+8.6	+7.9	+7.1	-2.7	-5.8	-5.4	+1.2	-17.4
Kansas	-.3	+2.7	+13.9	+4.0	+3.9	-6.0	+1.8	-2.6	+3.7	+3.9
Kentucky	-5.7	+3	(1)	+26.8	-3.7	-8.2	-6.6	-4.7	-3.3	-2.1
Louisiana	-1.5	+2.3	-2.0	+48.2	+3.6	-4.4	-26.2	-16.2	-10.3	+3.8
Maine	-1.0	-1.1	+2.8	-27.0	+11.7	-4.2	-4.4	+3.2	-26.6	-2
Maryland	+1.6	+5	+10.6	-8.2	+4.5	-4.9	-9.6	-10.4	+8.0	+14.7
Massachusetts	+7.1	+2.0	+3.1	-29.8	+23.1	+8.2	-7.8	-7.3	+4.7	+13.9
Michigan	-2.5	(1)	+16.5	+45.8	+17.2	-6.9	-9.3	-4.9	-2.8	-8.2
Minnesota	-.8	+1.3	+9.6	+38.4	-1.0	-1.8	-2.1	-3.5	+2.4	-30.5
Mississippi	-9.2	+3.1	-6.5	+40.4	-4.1	-7.5	-13.1	-4.8	-2.2	-21.8
Missouri	-4.6	+2.0	-14.4	+305.9	-1.4	-8.5	-1.5	-3.2	+7	-9.0
Montana	-6.1	+1.5	+24.3	+5.1	+5.7	-5.0	-11.4	+1.1	+2.9	-20.8
Nebraska	-3.0	+2.3	+9.2	+4.3	+4.2	-5.8	-12.4	-3.5	+14.1	-14.6
Nevada	-4.9	+1.2	-1.0	+100.0	+28.6	-4.2	+15.6	-15.4	+6	+29.7
New Hampshire	-2.2	+2.1	+3.0	-12.3	+21.5	-10.7	-35.2	-19.6	+3.4	+4.5
New Jersey	-3.5	+1.4	+6.5	+16.9	+16.1	-10.7	-11.0	-2.1	-1.2	+10.3
New Mexico	-3.0	+1.4	-2	+14.4	-4.6	-1.8	-7.7	+9	+17.1	-7.7
New York	-2.8	+1.5	+5.5	+20.6	+22.8	-10.8	-7.7	-8.6	-1.6	+2.9
North Carolina	-3.4	+9	-2.5	-45.4	+3.6	-11.6	+5.2	-15.3	-4.7	+11.2
North Dakota	-5.3	+11.4	+14.3	-18.8	-4.5	+4.7	-19.9	-5.7	+4.6	-23.1
Ohio	-6.4	-2.0	+8.1	+38.2	+19.7	-10.0	-1.2	-7.5	-4.2	-7.4
Oklahoma	-2.4	+9	(1)	+77.7	-3.4	-7.0	+3.7	-2.2	+3.6	+12.0
Oregon	-1.7	+4	-10.9	+168.5	+5.0	-5	-3.6	-13.6	+12.2	-5.9
Pennsylvania	-2.8	+2.3	+4.0	-1.4	+22.0	-8.2	+18.3	-4.8	-1	-3.6
Rhode Island	-9.0	+1	(1)	+13.9	+17.7	-17.5	-10.0	-3.9	+6.4	-6.3
South Carolina	-3.0	+3.3	-9	-27.1	-2.8	-10.7	+3	-7	+18.1	+17.5
South Dakota	-8.8	+7	+8.3	-14.7	-8.0	-8.0	-2.7	-8	+1.4	-36.6
Tennessee	-6.2	-6	(1)	-12.4	+2.0	-9.8	-34.5	-8.2	+1	-5.3
Texas	-2.4	+3	(1)	+93.6	-1.2	-8.7	+20.0	-3.6	-9.7	+5.9
Utah	-3.5	+6	+13.0	-27.0	+1.9	-8	-4.7	-13.0	-23.9	-23.1
Vermont	-1.5	+10.5	+29.3	-8.3	+36.9	-12.5	+26.4	-4.5	+4.6	-1.9
Virginia	-4.9	+16.6	+6.2	-40.6	-2.8	-5	-39.7	-12.7	+7.7	-7.0
Washington	-4.3	(1)	+15.8	+1.8	+1.4	-9.2	-7.5	-3.1	+2	-3.9
West Virginia	-4.2	+7	+3.3	+5	-1.8	-8.2	-14.7	-7.9	+7.1	+18.6
Wisconsin	+.3	+2.0	+10.9	+215.0	(1)	-3.4	+1.4	-23.5	-3	-3.0
Wyoming	-3.9	+2.3	+21.9	+44.5	+7.4	-4	+4.8	-6.9	+9.2	-16.8

¹ Percentage change not computed because figures on amount of payments are estimated.

² Decrease of less than 0.1 percent.

³ Increase of less than 0.1 percent.

⁴ No change.

but operated by other Federal agencies declined in about three-fourths of the States from December to January.

The amount of earnings of persons employed on other Federal work and construction projects in the continental United States was about 2 percent smaller in January than in December. For the several States, however, there were large

percentage changes in both directions. As shown in table 6, decreases were recorded for 30 States.

The increase of 6.7 percent in expenditures for general relief in the country as a whole from December to January reflects the upward movement in payments for this type of assistance which occurred in most States. Larger sums were expended for general relief in January than in

Table 7.—Percentage change from December 1938 to January 1939 in number of recipients of public assistance and persons employed under Federal work programs in the continental United States, by States

State	Recipients of special types of public assistance			Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs						
	Aid to dependent children		Aid to the blind			Civilian Conservation Corps	Works Progress Administration		Other Federal work and construction projects			
	Old-age assistance	Families					Projects operated by the WPA	Projects operated by other Federal agencies				
Total	+0.6	+2.7	+2.3	+0.6	+8.3	+10.0	+15.8	-4.5	-2.9	-0.9	-0.9	-4.6
Alabama	+.3	-.8	-7.7	+1.3	+3.3	+14.2	+11.5	-4.0	-11.6	-6.0	+12.5	-7.8
Arizona	+1	+6.7	+5.3	+1.3	+10.8	+58.3	+1	-7.6	-7.0	+1	+2.4	+11.5
Arkansas	-.7	-.9	-1.5	+.3	+2.7	+127.1	+3.4	-5	-9	-.6	-66.3	-8.2
California	+5	+.9	+1.0	+5	+16.2	+58.3	+20.6	-5.2	+2.1	-3.1	-1.9	+1.0
Colorado	+.8	+9.4	+7.4	-3	(1)	+4.9	+18.9	-6.3	+2.1	+1.4	+3.3	-10.4
Connecticut	+5	(1)	(1)	+7.5	+9.1	+52.6	+53.1	-7.5	+10.0	-2.1	+3.7	+10.0
Delaware	+1.0	-.4	-.5		+10.9	+27.3	+9.0	-3.0	-4	+3.1	+1.0	+1.3
District of Columbia	+2	-1.1	-.6	+1.4	+5.2			+24.6	-3.1	-1.1	-2.4	-6.0
Florida	+2.2	+6.8	+6.5	+1.2	-7.5	-16.1	+12.3	-1.7	-1.2	-3.7	-5.0	+22.8
Georgia	+.3	+.5	+1	+.9	(1)	+7.1	+6.1	-3.2	-10.3	-1.9	+5.1	+4.4
Idaho	-1.6	+.1	-.2	-2.0	(1)	+17.8	+15.2	-5.0	+6.3	+.5	+6.4	-21.5
Illinois	+.9	(1)	(1)	(1)	+6.4	+18.2	+34.8	-4.6	-5.3	-4.0	+7.1	-19.3
Indiana	+3.5	+1.6	+1.3	+2	+10.7	+137.9	+22.0	-8.1	-5.2	+1.9	-4	-5.0
Iowa	+4	(1)	(1)	+1.5	+10.1	-4.5	+15.9	-2.5	-8.1	-1.8	-1.0	-18.7
Kansas	+2.1	+3.6	+2.9	+2.3	+12.6	+5.1	+12.3	-5.2	-2.3	+1	+3.1	-3.9
Kentucky	(1)	+8	+5		(1)	+30.1	+4.3	-4.3	-2.7	-5	-3	-7.3
Louisiana	+1.9	+3.4	+4.3	+1.9	+1.1	+62.5	+12.1	-4.1	-1.4	-2.8	-2.3	+8.1
Maine	-1.1	-.2	-.4	+5	+4.6	-25.8	+20.9	-4.4	-3.6	+12.0	-22.0	-16.4
Maryland	+2	+1.5	+1.2	+1.1	+9.9	-20.4	+13.1	-3.6	-5.6	-9	+8.9	+22.8
Massachusetts	+1.2	+2.7	+2.3	+1.4	+8.8	-22.7	+33.3	-2.1	-2.3	+1.5	-1.7	+5.4
Michigan	+.1	+2.8	+2.0	+3.1	+17.1	+45.5	+26.9	-5.2	-8.2	+.3	-4.5	-6.0
Minnesota	+6	+2.8	+2.5	+2.2	+7.5	+38.0	+6.7	-2.3	-2	+2.2	+7	-26.8
Mississippi	+1.9			+16.0	-12.1	+26.8	+3.8	-1.7	-10.8	+1.8	+4	-32.5
Missouri	+5	+7.9	+7.1	(1)	+4.3	+23.5	+6.7	-3.3	-7	+5	+2	-9.3
Montana	+8	+2.2	+2.2	+14.1	+28.4	+5.2	+10.7	-3.8	-4.9	+9.3	+1.4	-16.5
Nebraska	+8	+2.9	+2.2	-1.0	+20.3	+6.1	+12.6	-1.2	-1.0	+6.6	+14.5	-25.5
Nevada	+1.6	(1)	(1)	(1)	-7	(1)	+34.3	-3.1	+4.3	-9	+3.2	-12.6
New Hampshire	+1.5	-.6	-1.0	+2.9	+4.9	-7.1	+31.5	-8.5	-44.1	-2.8	+3.0	+5.8
New Jersey	+1.7	+.1	-.5	+1.5	(1)	+18.9	+25.7	-4.4	-4.0	-3	-1.7	+6.9
New Mexico	+.3	+5	+2	-5	+8.0	+7.2	+2.1	-4.4	-7	+3.1	+5.7	-2.1
New York	+.5	+1.6	+1.3	(1)	+4.0	+20.6	+32.8	-2.4	-2	-3.0	-.2	-3.8
North Carolina	(1)	+.5	(1)	-.5	-.8	-35.0	+12.0	-13.8	+6.4	-2	+15.1	+11.7
North Dakota	+6	+51.6	+39.7	+3.7	+14.9	-12.9	+2.4	-5.6	-13.9	-1	+4.8	-32.3
Ohio	-.5	+2	+1	+2	+11.4	+65.2	+29.6	-5.5	+2.3	-6	-2.6	-9.2
Oklahoma	+9	+.7	+6	+3	(1)	+78.6	+3.8	-4.6	-4.9	+9	+4.8	+5.7
Oregon	(1)	+2.8	+3.0	+2	-2.0	+143.1	+12.7	-2.6	-4.5	-4	+8.9	+.2
Pennsylvania	-.6	+12.6	+11.2	+2	+10.0	-3.0	+32.1	-6.0	+13.0	-9	-1.7	-4.6
Rhode Island	(1)	+1.2	+8	(1)	(1)	+14.3	+27.4	-7.4	-2.9	(1)	+15.6	-6.5
South Carolina	+2.1	+2.3	+1.7	+1	-1.6	-43.9	+5.2	-1.3	-3.1	+10.4	+3.4	+8.0
South Dakota	+.4	+9.5	+6.6	+4.6	+12.8	-16.8	-2.6	-4.4	-3	+2.0	+3.0	-55.6
Tennessee	-.9	-.3	-.6	-.7	(1)	+3.1	+10.4	-9.1	-1.9	-1	-5.5	-6.4
Texas	+.1	-7.4	-9.1		(1)	+65.3	+6.9	-2.4	+10.9	+4	-4.9	+3.2
Utah	+.2	+1.0	+1.6	+1.5	+17.5	-35.9	+9.7	-6.2	-11.2	-2.5	+2.3	-20.5
Vermont	+10.1	+11.3	+7.4	+3.7	+12.4	-26.1	+48.2	-8.6	-3.0	-1.5	+19.4	-11.6
Virginia	+17.3	+5.8	+4.2	+15.2	+2.6	-37.8	+5.2	-8	-44.4	+3.4	+5.8	-7.3
Washington	-.2	+.3	+5	-.7	+23.0	+2.4	+8.8	-9.7	+2.4	+2	-2.5	-5.4
West Virginia	-.4	+2.0	+1.9	-.3	+8	+26.7	+6.3	-5.1	+2.7	-8.7	-2.4	+10.5
Wisconsin	+1.3	+1.7	+1.6	+1.7	+7.7	+224.2	+7.9	-2.9	+1.2	-9.3	+1	-2.6
Wyoming	+1.8	+3.9	+3.4	(1)	+16.4	+46.1	+14.7	-1.9	-1.7	-3.1	+15.1	-21.8

¹ Percentage change not computed because figures on number of recipients are estimated.

² Decrease of less than 0.1 percent.

³ No change.

⁴ Increase of less than 0.1 percent.

December in 32 of the 42 States which reported actual data for both months.

Payments for the special types of public assistance in the continental United States totaled 1.2 percent more for January than for December. In 42 States the amount of obligations incurred for these types of aid increased in January. In nearly all of these States, however, the percentage increases were small.

The amounts of assistance extended under the programs of the CCC, NYA, and FSA are small in relation to the total volume of public aid, and relatively large fluctuations in these programs do not greatly affect changes in total expenditures. A great deal of State variation, however, underlies the national data for these programs as well as those which comprise larger shares of the total expended for public aid.

Table 8.—Percentage distribution by program, of amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, January 1939¹

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration	Projects operated by other Federal agencies	National Youth Administration	Student aid	Work projects
Total.....	100.0	14.5	13.8	0.8	6.5	49.3	1.5	0.7	1.4	11.5
Alabama.....	100.0	5.4	.6	.6	12.9	50.8	1.0	1.0	2.8	24.9
Arizona.....	100.0	16.3	3.4	2.0	11.4	33.4	3.1	.6	.8	29.0
Arkansas.....	100.0	5.0	7	.4	19.4	58.2	1.9	.9	2.0	11.5
California.....	100.0	24.2	19.0	.4	3.5	34.2	2.4	.6	.7	15.0
Colorado.....	100.0	34.6	5.3	.6	5.2	37.5	5.2	.8	1.3	9.5
Connecticut.....	100.0	12.4	16.4	(1)	5.7	45.3	1.8	.5	1.4	16.5
Delaware.....	100.0	9.4	11.1	(1)	8.1	38.2	2.6	.7	1.1	28.8
District of Columbia.....	100.0	6.6	2.1		3.0	33.5	4.5	.8	.7	48.8
Florida.....	100.0	15.3	1.5	.3	8.9	59.6	1.6	.7	2.0	10.1
Georgia.....	100.0	10.7	1.2	.8	15.7	54.4	2.7	1.2	2.7	10.6
Idaho.....	100.0	21.9	4.1	.4	8.5	44.5	3.4	1.1	1.9	14.2
Illinois.....	100.0	11.8	19.1	(1)	4.8	56.0	.5	.6	1.0	6.2
Indiana.....	100.0	17.6	11.4	(1)	6.0	56.5	.8	.8	1.2	5.7
Iowa.....	100.0	26.6	14.1	(1)	7.6	38.1	.4	1.0	1.2	11.0
Kansas.....	100.0	17.5	9.2	3.7	7.4	44.6	1.7	1.5	2.5	11.9
Kentucky.....	100.0	9.4	1.3	.1	11.5	61.2	1.6	1.1	2.5	11.3
Louisiana.....	100.0	12.8	2.7	.4	10.7	51.2	.4	.9	2.4	18.5
Maine.....	100.0	19.5	17.8	.1	8.0	28.8	2.2	.7	2.0	20.9
Maryland.....	100.0	22.4	10.9	(1)	8.2	29.6	7.8	.8	1.0	19.3
Massachusetts.....	100.0	17.6	12.7	(1)	4.1	54.5	1.0	.6	.9	8.8
Michigan.....	100.0	13.1	13.1	.1	5.0	60.5	.8	.6	1.1	5.7
Minnesota.....	100.0	19.9	15.8	.8	6.6	50.3	.7	.7	1.5	3.7
Mississippi.....	100.0	5.0	.2	.2	16.8	55.4	1.1	1.1	2.7	17.5
Missouri.....	100.0	19.6	4.7	2.1	8.8	52.9	.9	.7	1.5	8.8
Montana.....	100.0	12.8	4.9	5.9	7.0	42.6	3.2	.7	1.2	21.7
Nebraska.....	100.0	20.4	4.7	5.5	8.3	48.1	.9	1.0	1.8	9.3
Nevada.....	100.0	14.6	2.2	(1)	7.1	30.4	1.4	.5	.7	43.1
New Hampshire.....	100.0	7.7	16.9	.1	3.8	36.2	1.0	.5	1.4	32.4
New Jersey.....	100.0	8.0	18.0	(1)	5.6	53.8	1.4	.5	1.3	11.4
New Mexico.....	100.0	6.8	.8	.7	15.2	46.5	2.5	.9	3.5	23.1
New York.....	100.0	11.7	29.8	(1)	3.4	43.6	.8	.6	1.2	8.9
North Carolina.....	100.0	12.6	1.0	.1	14.9	44.6	2.3	1.4	2.7	20.4
North Dakota.....	100.0	9.5	5.1	31.6	11.2	35.0	1.5	1.0	2.9	2.2
Ohio.....	100.0	13.9	8.3	(1)	4.5	67.5	.2	.5	.9	4.2
Oklahoma.....	100.0	28.0	1.7	.2	11.7	45.5	2.3	1.1	2.7	6.8
Oregon.....	100.0	19.5	8.1	.4	7.0	44.4	2.4	.8	1.2	16.2
Pennsylvania.....	100.0	9.6	23.7	(1)	4.3	51.0	1.0	.6	.9	8.9
Rhode Island.....	100.0	7.8	13.7	(1)	4.9	43.7	.6	.5	1.1	27.7
South Carolina.....	100.0	8.3	.9	.5	12.9	50.3	4.2	1.1	2.4	19.4
South Dakota.....	100.0	17.2	4.0	24.6	10.2	35.5	1.7	1.3	2.4	3.1
Tennessee.....	100.0	12.6	.8	(1)	13.7	42.7	1.1	1.2	2.1	25.8
Texas.....	100.0	18.6	1.7	.4	13.1	40.8	2.7	1.3	2.4	19.0
Utah.....	100.0	24.3	5.1	.1	6.1	44.6	6.5	1.2	1.7	10.4
Vermont.....	100.0	13.2	12.6	.1	5.6	54.1	3.7	1.0	1.0	8.7
Virginia.....	100.0	3.4	2.9	.1	14.8	32.5	3.3	1.2	2.2	39.6
Washington.....	100.0	15.1	6.7	.2	4.4	28.3	5.7	.6	.7	28.3
West Virginia.....	100.0	11.3	6.1	(1)	10.0	61.3	.6	1.0	3.0	6.7
Wisconsin.....	100.0	16.5	13.7	1.3	5.4	53.4	.5	.6	1.5	7.1
Wyoming.....	100.0	12.1	6.9	2.8	8.0	28.2	4.5	.5	1.4	35.6

¹ See footnotes on table 2.

² Less than 0.1 percent.

STATISTICS FOR THE UNITED STATES FOR FEBRUARY 1939

In February 1939 the total bill for public assistance and earnings of persons on Federal work programs amounted to \$316.9 million. (See table 2.) This amount represents an increase of \$870,000 or 0.3 percent over the total for January 1939. There was a decline in the volume of earnings of persons employed on projects operated by the Works Progress Administration and by other Federal agencies from WPA funds, and also in the amount of subsistence payments certified by the Farm Security Administration. These declines amounted to 2.4, 5.9, and 2.7 percent, respectively.

Increases from January to February occurred in the total for the three special types of public assistance, in general relief, and in earnings of persons employed by the National Youth Administration, the Civilian Conservation Corps, and on other Federal work and construction projects. The largest rise—8.6 percent—was in earnings of persons employed on other Federal work and construction projects.

From February 1938 to February 1939, aggregate public assistance and earnings increased 28.9 percent. In this interval there was a rise in all types of aid except general relief and subsistence payments certified by the FSA. Earnings of persons employed on projects operated by the WPA

increased 47.6 percent. Aggregate payments to recipients of old-age assistance, aid to dependent children, and aid to the blind increased 13.5 percent. The amount of earnings of persons enrolled in the CCC increased 7.1 percent in February 1939 as compared with February of last year.

Unduplicated Count of Households

Reports for February 1939 on the number of households receiving one or more of the special types of public assistance, general relief, or general relief and one or more of the special types of public assistance were received from 13 States. The total number of recipients of public assistance and general relief was 403,725, representing 372,353 households. The total figure includes duplications in the number of households of 31,372, or 7.8 percent. The extent of duplication varies from State to State, from none in Arkansas to 14.0 percent in Maryland. (See table 9.)

On the basis of the figures reported for these 13 States it is estimated that for February 3.7 million households in the continental United States were receiving one or more of the special types of public assistance, or general relief, or a combination of general relief and one or more of the special types of public assistance.

Table 9.—Number of households receiving one or more of the special types of public assistance and/or general relief and percent of duplication in the case count in 13 States, February 1939

State	Number of households receiving one or more of the special types of public assistance and/or general relief	Recipients of the special types of public assistance and cases receiving general relief					Percent of duplication in reported number of cases
		Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	General relief	
Total.....	372,353	403,725	210,367	56,192	7,055	130,111	7.8
1. Arizona.....	12,134	13,058	6,889	2,299	310	3,560	7.1
2. Arkansas.....	25,509	23,509	16,995	4,024	621	3,869	0
3. Idaho.....	13,869	14,673	8,836	2,687	208	1,2,882	5.5
4. Kansas.....	48,643	52,959	22,900	5,414	1,034	23,512	8.1
5. Louisiana.....	45,746	48,678	29,275	10,280	819	8,304	6.0
6. Maryland.....	32,632	37,952	17,422	7,937	635	11,958	14.0
7. New Mexico.....	7,378	7,463	3,857	1,550	200	1,856	1.1
8. North Dakota.....	15,103	16,787	7,939	1,997	115	6,736	10.0
9. South Carolina.....	31,465	31,820	24,007	4,210	870	1,2,733	1.1
10. Utah.....	19,310	21,584	13,485	3,029	208	4,862	10.5
11. Washington.....	68,736	78,591	37,631	5,742	1,031	34,157	12.5
12. West Virginia.....	45,435	47,865	17,991	6,397	763	22,714	5.1
13. Wyoming.....	6,373	6,786	3,041	628	151	2,968	6.1

¹ Does not include a relatively small number of cases receiving general relief from local funds.

² Does not include 179 cases receiving aid from county indigent funds.

³ Does not include 69 cases receiving general relief administered by local public agencies.

General Relief

The total bill for general relief extended to 1.8 million cases in the continental United States amounted to \$44.9 million for February 1939. Of this amount \$41.2 million was paid to 1.6 million cases in 40 States for which actual figures were reported, representing an average of \$25.43 per

case. The total figures for the 40 States represent increases over the previous month of 5.0 percent in the number of cases and 3.6 percent in the amount of obligations. In 26 States there were increases in both the number of cases and the amount of obligations. In only three of these States—Montana, New Mexico, and Utah—were

Table 10.—General relief in the continental United States, by States, February 1939

[Data reported by State agencies, corrected to Mar. 26, 1939]

State	Number of cases receiving relief	Amount of obligations incurred for relief ¹	Average per case	Percentage change from—			
				January 1939 in—		February 1938 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States ²	1,841,000	\$44,875,000					
Total for 40 States reporting actual figures	1,619,014	41,176,015	\$25.43	+5.0	+3.6	1,558	+3.8
1. Alabama	2,716	24,929	9.18	-.6	-2.7	+40.7	+40.1
2. Arizona	3,560	45,526	12.79	-4.7	-13.6	+26.1	+11.4
3. Arkansas	3,869	18,411	4.76	-.2	-1.4	-7.5	-25.2
4. California	138,342	4,230,750	30.58	+11.2	+9.8	+11.0	+12.7
5. Connecticut	24,777	638,856	25.78	+1.8	-1.0	+6.4	+0.6
6. Delaware	2,693	55,270	20.52	+8.4	+7.4	+27.1	+82.7
7. District of Columbia	1,727	44,789	25.93	+7.3	+4.7	-32.0	-31.8
8. Florida	7,835	53,477	6.83	-.2	+1.1	-9	+14.1
9. Georgia	7,081	43,405	6.13	-3.4	-6.3	-13.7	-15.5
10. Illinois	197,688	4,687,683	23.71	+4.1	+7.0	+1.3	+3.4
11. Iowa	34,344	596,330	17.36	+2.2	+2.1	-17.3	-23.3
12. Kansas	23,512	327,416	13.93	+5.0	+2.3	+20.5	+20.4
13. Louisiana	8,304	109,299	13.16	+4	+1	+16.1	+12.9
14. Maine	12,748	280,536	22.01	-.7	-5.0	-14.5	-15.1
15. Maryland	11,958	293,765	24.57	+4.8	+7.3	+29.1	+41.9
16. Massachusetts	72,034	1,961,163	27.23	-2	-2.9	-15.3	-18.1
17. Michigan	84,553	1,911,889	22.61	+9.2	+10.6	-42.9	-45.1
18. Minnesota	49,586	1,304,774	26.31	+3.2	+2.4	-5.7	-7.8
19. Mississippi	1,111	4,080	3.67	-9.2	+14.8	-18.8	-6.2
20. Missouri	39,423	461,268	11.70	+6.2	+9.9	-32.0	-16.0
21. Montana	9,228	146,271	15.85	+14.6	+17.6	+17.0	+16.4
22. Nebraska	12,278	150,052	12.22	+6.2	+6.1	+11.4	+7.7
23. Nevada	634	9,223	14.55	-8.2	+2.3	-25.9	-19.4
24. New Hampshire	9,219	235,550	25.55	+6	-7.1	-10.2	-13.9
25. New Mexico	2,035	13,090	6.43	+14.5	+39.4	-16.0	-14.3
26. New York	310,692	11,684,754	37.61	+3.8	+2.3	-3.7	-5.2
27. North Carolina	6,681	36,245	5.43	+10.2	+6.4	-13.6	-8.5
28. North Dakota	6,736	108,155	16.06	+1	+8	-29.6	-28.3
29. Ohio	106,087	1,866,136	17.59	+9.8	+3.3	(1)	(1)
30. Oregon	13,883	196,667	14.17	+.3	-.4	-2.4	-0.3
31. Pennsylvania	272,728	7,407,372	27.16	+4.6	+2.8	+14.4	+21.1
32. South Carolina	2,802	27,472	9.80	+1.3	+1.4	+58.5	+48.4
33. South Dakota	6,335	87,694	13.84	+8.9	+1.7	-8.1	-6.4
34. Utah	4,862	92,979	19.12	+17.1	+17.1	-11.3	-18.6
35. Vermont	3,480	73,838	21.22	-1.4	-19.5	-3.6	-3.4
36. Virginia	10,057	94,316	9.38	+3.7	+1.5	-40.4	-21.1
37. Washington	34,187	468,696	13.71	+7.9	+2.7	-35.0	-49.9
38. West Virginia	22,714	213,768	9.41	+1.6	+1.4	-4.1	-9
39. Wisconsin	53,547	1,117,253	20.86	+1.6	-2.1	-6.7	-4.9
40. Wyoming	2,968	52,868	17.81	+7.2	+4.1	+36.6	+53.8
Total for 9 States for which figures are estimated ¹	221,950	3,669,300					
1. Colorado	14,700	199,000					
2. Idaho	3,300	40,000					
3. Indiana	65,000	881,000					
4. Kentucky	7,200	60,000					
5. New Jersey	81,600	1,975,000					
6. Oklahoma	17,000	62,000					
7. Rhode Island	11,800	310,000					
8. Tennessee	5,400	30,000					
9. Texas	15,950	142,300					

¹ Obligations incurred from State and local funds; administrative expense, nonrelief expense, and expense for special programs, hospitalization, and burials are not included.

² Partly estimated.

³ Percentage change for 38 States and the District of Columbia reporting comparable data for February 1938 and February 1939.

⁴ Comparable data for February 1938 are not available.

⁵ Estimated by the Social Security Board for all States except Indiana, Tennessee, and Texas, for which estimates were made by the State agencies.

the increases in both items as much as 10 percent. In seven States—Alabama, Arizona, Arkansas, Georgia, Maine, Massachusetts, and Vermont—decreases occurred in both items. The two largest decreases in the amount of obligations occurred in Arizona and Vermont, 13.6 percent and 19.5 percent, respectively.

From February 1938 to February 1939 the total number of general relief cases in the 39 States with comparable data declined 5.8 percent, and obligations declined 3.6 percent. Twenty-four States also showed decreases in cases and obligations. Five jurisdictions—the District of Columbia, Michigan, North Dakota, Virginia, and Washington—showed declines of 20 percent or more in both items. The decline in the District of Columbia reflects a shortage of funds, in Michigan improved business conditions, and in Virginia rapid development of programs for the special types of public assistance under the Social Security Act.

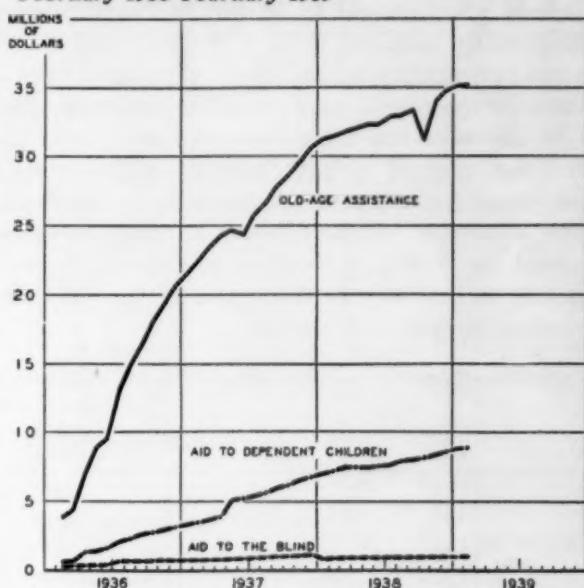
Special Types of Public Assistance

For February 1939 payments aggregating \$46.2 million were made to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii. This amount includes payments under State plans approved by the Social Security Board and under State laws without Federal financial participation.

Total payments for February exceeded those for the preceding month by less than 1 percent, but were \$5.5 million or 13.6 percent above the total expended for the special types of assistance in February 1938. Each type of assistance shared in the expansion of payments in February 1939 as compared with the same month of 1938. Payments in behalf of dependent children, however, showed the largest relative increase—21.6 percent. Obligations incurred for assistance to the aged were greater by 12 percent, and payments to recipients of aid to the blind were 5.4 percent above the February 1938 level.

Almost 98 percent of the \$46.2 million paid to recipients of the special types of public assistance in February 1939 was distributed in States participating under the Social Security Act. Payments to 1.8 million recipients of old-age assistance amounted to \$35.2 million, \$8.9 million was re-

Chart IV.—*Special types of public assistance in States with plans approved by the Social Security Board, February 1936–February 1939*



ceived by 272,600 families in behalf of 663,000 dependent children, and payments of \$1 million were made to 43,700 blind persons. Of the \$1 million expended in States in which special types of assistance are administered without Federal financial participation, about two-thirds was disbursed to 23,800 recipients of aid to the blind in 5 States. The remainder was paid to 14,600 families in behalf of 33,700 dependent children in 7 States providing this type of assistance without Federal aid.

Old-Age Assistance

In February the number of recipients of old-age assistance and the amount of payments in the 51 jurisdictions administering this type of assistance under the Social Security Act represented a gain of less than 1 percent in comparison with the figures for January. A few States, however, reported substantial relative increases in the numbers aided or in the volume of assistance.

In Virginia, where payments for old-age assistance were first made for September 1938, the number of recipients increased 16.5 percent from January to February, and the amount of obligations incurred 17.8 percent.

Idaho reported an increase of 10.1 percent in the amount of payments, although the number aided moved upward only 1.3 percent. The amount of payments in Idaho had decreased about

10 percent in January as compared with December owing to limitations in available State funds. Federal grants-in-aid to Idaho for January were temporarily delayed until a conflict was eliminated between procedures required under the State plans for the special types of public assistance and a provision of the State constitution. This conflict was resolved by new State legislation in February and Federal grants were made to the State. The expansion in the amount of obligations incurred for February restored payments approximately to the level in effect prior to the retrenchment of the previous month.

Table 11.—Special types of public assistance in States with plans approved by the Social Security Board, by months, February 1936–February 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1939]

Year and month	Recipients			Obligations incurred for payments to recipients ²			
	Old-age assistance	Aid to dependent children ³		Aid to the blind	Total	Old-age assistance	Aid to dependent children ³
		Families	Children				
Total for 1936 (11 months)					\$163,486,270	\$135,925,760	\$21,571,270
February	247,421	26,670	68,915	12,054	4,644,154	3,752,455	604,962
March	294,075	27,446	70,300	13,090	5,292,303	4,325,522	641,168
April	471,100	56,952	141,552	16,376	8,807,061	7,087,664	1,334,345
May	563,240	61,500	152,082	16,641	10,782,622	8,977,539	1,405,943
June	603,710	69,664	175,144	17,571	11,710,049	9,651,966	1,634,648
July	785,667	89,372	223,001	26,500	15,783,748	13,030,934	2,106,224
August	804,481	83,999	215,024	26,901	17,886,014	14,890,365	2,332,124
September	896,549	91,738	233,705	27,478	19,539,255	16,238,120	2,617,830
October	971,162	105,312	267,016	27,981	21,435,063	17,953,719	2,776,529
November	1,032,649	109,166	277,198	28,456	22,971,245	19,291,619	2,956,849
December	1,103,841	111,914	284,591	28,969	24,614,756	20,715,854	3,160,648
Total for 1937					382,776,235	310,459,757	61,324,005
January	1,148,099	117,761	299,757	29,417	25,680,053	21,596,532	3,333,145
February	1,197,851	122,456	310,488	30,117	26,757,537	22,487,263	3,503,164
March	1,255,574	128,690	325,060	30,903	28,110,114	23,575,495	3,746,879
April	1,294,468	134,907	341,083	31,594	29,005,790	24,314,066	3,896,532
May	1,325,664	165,498	406,689	33,734	30,657,022	24,706,663	5,103,776
June	1,290,711	171,410	421,837	35,042	30,527,577	24,413,199	5,239,847
July	1,393,609	175,022	431,626	37,253	32,149,424	25,827,334	5,399,014
August	1,434,281	182,850	452,568	38,624	33,186,166	26,613,177	5,625,035
September	1,468,360	193,696	480,561	40,133	34,831,735	27,839,051	5,938,948
October	1,504,878	199,334	495,452	41,204	35,910,064	28,653,362	6,199,639
November	1,543,577	204,464	508,419	42,567	37,299,507	29,667,015	6,543,274
December	1,579,895	211,721	526,600	43,752	38,661,246	30,746,600	6,794,942
Total for 1938					495,167,815	390,854,967	63,332,566
January	1,602,733	218,009	541,224	33,618	39,045,041	31,240,403	6,994,595
February	1,626,325	224,737	557,613	35,167	39,509,415	31,459,649	7,203,680
March	1,648,883	231,001	572,585	36,412	40,211,265	31,833,472	7,505,034
April	1,665,109	236,245	585,203	37,225	40,514,471	32,126,760	7,510,792
May	1,680,513	240,078	594,019	38,143	40,778,471	32,375,475	7,518,688
June	1,659,950	243,426	603,345	38,836	40,868,096	32,339,919	7,621,890
July	1,713,263	245,145	607,254	39,689	41,545,223	32,937,746	7,677,716
August	1,722,431	252,355	621,526	40,282	41,956,953	33,027,744	7,986,343
September	1,737,686	255,322	630,028	41,096	42,411,392	33,377,331	8,077,002
October	1,641,196	257,936	634,907	41,542	40,327,008	31,167,315	8,191,272
November	1,768,962	261,699	643,024	42,332	43,520,491	34,110,680	8,425,690
December	1,783,402	266,660	655,237	42,974	44,479,989	34,858,464	8,619,894
1939							
January	1,795,012	274,056	670,865	43,288	45,030,296	35,143,172	8,879,033
February	1,807,015	272,623	663,045	43,675	45,129,885	35,248,821	8,862,970

¹ Federal funds were first made available to the States for February 1936. Figures include relatively small numbers of cases eligible under State laws for whom no Federal funds may be expended and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. No figures are included in any month for any State not administering Federal funds.

In Colorado the amount of payments declined 8.4 percent from January to February, whereas the number of recipients increased slightly. In December and January payments had been increased somewhat above the level in preceding months in order to comply with the provision of the State law requiring the State Board of Public Welfare to pay to recipients any unencumbered balance of State old-age assistance funds within 10 days after the expiration of the calendar year.

The amount of obligations incurred for February payments in Connecticut was 9.2 percent less than the sum expended for January. Under the Con-

² Includes estimates for Hawaii for June 1937–May 1938.

³ Amount of obligations incurred for payments to recipients from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients are not included.

Table 12.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, February 1939

[Data reported by State agencies, corrected to Mar. 15, 1939]

Region ¹ and State	Number of recipients	Amount of obligations incurred for payments to recipients ²	Average per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 and over ³	
				January 1939 in—		February 1938 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total	1,807,015	\$35,248,821	\$19.51	+0.7	+0.3	+10.5	+11.7	8227	
Region I:									
Connecticut	15,424	372,669	24.16	+5	-9.2	+8.0	+9.9	132	
Maine	11,701	240,596	20.56	-1.1	-1.5	(6)	(6)	136	
Massachusetts	76,643	2,181,110	28.46	+1.2	+1.6	+15.0	+16.8	232	
New Hampshire	4,149	96,714	23.31	+2.1	+2.3	+12.7	+16.9	780	
Rhode Island	6,265	117,409	18.74	+3	+3	+5.4	+6.8	139	
Vermont	5,754	85,529	14.86	+5	+3.3	+4.9	+9.4	148	
Region II:									
New York	110,032	2,670,474	24.27	-9	-1.7	+5.5	+7.2	139	
Region III:									
Delaware	2,618	28,396	10.85	-3	-4	-5.3	-5.0	125	
New Jersey	28,321	552,573	19.51	+1.9	+2.6	+11.4	+18.8	113	
Pennsylvania	87,231	1,853,303	21.25	-7	-5	-7.0	-8.9	7140	
Region IV:									
District of Columbia	3,262	83,250	25.52	-1	(6)	+7.0	+7.9	78	
Maryland	17,422	304,370	17.47	+3	+1	+5.5	+4.8	161	
North Carolina	32,265	306,399	9.50	+9	+1.6	+33.1	+34.8	231	
Virginia	9,935	96,054	9.67	+16.5	+17.8	(6)	(6)	65	
West Virginia	17,991	249,199	13.85	+4	+6	-3.2	-4.2	230	
Region V:									
Kentucky	44,670	388,388	8.69	+4	+2	+32.3	+22.7	241	
Michigan	70,933	1,203,986	16.97	+1	-4	+1.4	-9.0	243	
Ohio	111,337	2,509,418	22.54	+1	(6)	+6.6	+4.3	231	
Region VI:									
Illinois	126,847	2,377,046	18.74	+1.0	+1.6	+5.1	+14.6	263	
Indiana	58,085	973,203	16.75	+4.3	+5.0	+38.2	+43.6	201	
Wisconsin	44,747	908,910	20.98	+1.2	+1.6	+15.7	+21.2	203	
Region VII:									
Alabama	16,013	149,764	9.35	+5	-3	+10.4	-4.3	145	
Florida	35,663	492,306	13.80	+2.3	+2.1	+35.4	+20.1	375	
Georgia	36,206	312,894	8.62	+1.1	-2	+40.0	+25.4	277	
Mississippi	19,382	136,755	7.06	+1.2	+2.3	+26.9	+95.7	226	
South Carolina	24,007	182,725	7.61	+1.5	+3.0	+38.5	-2.0	387	
Tennessee	21,946	200,403	13.23	-8	-8	+13.3	+12.3	168	
Region VIII:									
Iowa	51,003	1,011,369	19.83	+3	+4	+12.2	+12.4	233	
Minnesota	65,711	1,350,582	20.55	+4	+7	+4.7	+8.9	337	
Nebraska	27,376	475,546	17.37	+7	+5	+5.2	+7.1	279	
North Dakota	7,509	139,062	17.52	+6	+1.0	+6.7	+10.1	221	
South Dakota	16,285	318,632	19.57	+1	-1.7	+10.2	+15.4	388	
Region IX:									
Arkansas	16,995	103,762	6.11	-9	-1.3	-11.0	-40.6	211	
Kansas	22,999	453,080	19.73	+1.7	+1.9	+38.2	+43.1	196	
Missouri	74,387	1,384,798	18.62	-6	-4	+2.2	+28.8	238	
Oklahoma	66,141	1,315,593	19.89	+3	+2	-2.0	+29.1	556	
Region X:									
Louisiana	29,275	303,555	10.37	+1.7	+2.4	+17.4	+22.9	361	
New Mexico	3,857	44,024	11.41	+9	+2.6	+7	-9.3	257	
Texas	113,786	1,582,263	13.91	+3	+7	+2.0	+3.4	390	
Region XI:									
Arizona	6,889	180,061	26.14	+1.1	+1.2	+24.7	+28.3	405	
Colorado	10 38,273	10 1,112,461	29.07	+8	-8.4	+8.8	(6)	10 475	
Idaho	8,836	188,499	21.33	+1.3	+10.1	+6.1	+4.8	331	
Montana	12,632	260,144	20.56	+1	+3	+7.3	+5.4	408	
Utah	13,485	277,280	20.56	+7	+1.1	+9.9	-11.3	499	
Wyoming	3,041	66,564	21.89	-6	+4	+6.0	+9.5	306	
Region XII:									
California	127,636	4,143,857	32.47	+1.4	+1.5	+22.5	+20.8	277	
Nevada	2,142	56,662	26.45	+5	+5	+26.4	+22.3	357	
Oregon	18,811	400,062	21.27	-2	-3	+24.1	+23.2	224	
Washington	37,631	832,778	22.13	+2	+3	+1.4	-3.8	301	
Territories:									
Alaska	1,137	31,369	27.50	+2.1	+2.3	+51.2	+47.7	284	
Hawaii	1,772	22,346	12.61	-2	+3	+12.9	+13.6	182	

¹ Social Security Board administrative regions.

² Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

³ Population estimated with the advice of the U. S. Bureau of the Census as of July 1, 1938.

⁴ Comparison for 47 States, the District of Columbia, Alaska, and Hawaii with approved plans for February 1938 and February 1939.

⁵ Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

⁶ Not computed, because figures for February 1938 are too small for comparison.

⁷ Minimum age under State plan is 70 years, but rate is based on population 65 and over.

⁸ Decrease of less than 0.1 percent.

⁹ No approved plan for old-age assistance for February 1938.

¹⁰ Includes \$90,046 incurred for payments to 3,132 recipients 60 but under 65 years of age. Rate per 1,000 does not include these recipients.

necticut law payments are limited to \$7 per week per recipient. The decrease in payments is, therefore, primarily attributable to the fact that February is a short month.

Table 13.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, February 1939

[Data reported by State agencies, corrected to Mar. 15, 1939]

Region ¹ and State	Number of recipients		Average per family	Percentage change from—								Number of recipients per 1,000 estimated population under 16 ¹²		
				January 1939 in—				February 1938 in—						
	Families	Children		Amount of obligations incurred for payments to recipients ²	Number of recipients		Amount of obligations	Families	Children	Amount of obligations				
					Families	Children		Families	Children					
Total.	272,623	663,045	\$8,862,970	\$32.51	+0.1	-0.6	+0.1	+20.4	+17.8	+22.4	12			
Region I:														
Maine	1,324	3,423	49,878	37.67	-1	-8	+1	-2	-3.6	+1	15			
Massachusetts	9,770	23,632	623,721	63.84	+1.1	+9	+5	+26.8	+21.8	+34.0	21			
New Hampshire	336	891	13,633	40.57	-1.5	-1.8	+2.3	-6.9	-12.0	(6)	7			
Rhode Island	1,057	2,863	49,549	46.88	+4	+1	-4	+24.9	+19.9	+17.2	16			
Vermont	427	1,251	12,795	29.97	+5.7	+5.4	+18.0	+35.4	+67.0	+103.6	12			
Region II:														
New York	35,463	70,694	1,727,273	48.67	+9	+7	+5	+31.1	+26.1	+32.8	22			
Region III:														
Delaware	475	1,116	14,510	30.55	+1.3	+2.2	+8	+2.2	+3.1	-3.6	17			
New Jersey	11,377	25,144	338,976	29.79	+1.2	+5	+1.5	+3.2	+1.8	+5.4	22			
Pennsylvania	23,802	56,776	823,259	34.59	+15.5	+13.8	+16.8	+36.7	+30.0	+36.6	19			
Region IV:														
District of Columbia	1,012	3,106	46,929	46.37	-1.9	-1.6	-2.6	-20.4	-17.3	-26.1	26			
Maryland	7,937	21,303	250,517	31.56	+1.7	+1.1	+1.3	+18.8	+10.5	+13.7	17			
North Carolina	7,912	21,361	121,935	15.41	+2.0	+1.5	+2.7	+50.2	+39.0	+44.6	17			
Virginia	865	3,033	19,277	22.28	+3.2	+7	+6.7	(7)	(7)	(7)	3			
West Virginia	6,397	18,334	136,053	21.27	+5.6	+4.3	+4.8	+16.1	+12.9	+14.3	26			
Region V:														
Michigan	13,258	30,027	525,280	39.62	+5.2	+3.4	+3.2	+6.0	+4.1	+8.8	25			
Ohio	10,912	* 31,203	429,676	39.38	+1	(8)	-1.3	+2.1	+9.4	+5.6	15			
Region VI:														
Indiana	15,691	32,805	430,988	27.47	+1.4	+1.2	+1.6	+25.3	+21.1	+22.7	26			
Wisconsin	11,058	* 25,827	416,476	37.66	+1.6	+1.3	+1.6	+12.9	+13.4	+18.4	25			
Region VII:														
Alabama	5,592	16,547	69,598	12.45	+1.1	+9	+3	+6.8	+5.8	+2.4	17			
Florida	11,068	2,977	11,28,411	26.60	+44.9	+39.5	+40.6	(7)	(7)	(7)	6			
Georgia	4,679	12,488	97,760	20.89	+1.6	+1.3	+1.0	+35.7	+29.6	+28.4	12			
South Carolina	4,210	12,339	60,724	14.42	+8	+8	+8	+72.1	+68.8	+21.7	15			
Tennessee	9,843	26,365	181,224	18.41	-5	-9	-7	+19.5	+12.7	+18.5	39			
Region VIII:														
Minnesota	7,085	11,715	254,482	35.92	+2.6	+2.2	+2.6	+44.6	+41.1	+49.4	24			
Nebraska	13,438	13,915	125,115	23.86	+3.1	+2.1	+1.9	+17.7	+12.7	+6.8	26			
North Dakota	1,997	5,587	65,003	32.55	+5.8	+4.0	+5.1	+246.1	+201.8	+227.3	24			
Region IX:														
Arkansas	4,024	10,976	32,712	8.13	-1	-4	-3	-14.0	-13.0	-33.0	16			
Kansas	5,414	12,593	163,863	30.27	+12.2	+9.6	+11.3	+52.6	+43.9	+57.8	23			
Missouri	14,0	14,0	14,0	14,0	(14)	(14)	(14)	(14)	(14)	(14)	10			
Oklahoma	15,799	36,342	223,225	14.13	+2.4	+2.0	+2.9	+9.7	+8.2	-2.7	44			
Region X:														
Louisiana	10,280	29,566	217,171	21.13	+2.0	+1.1	+2.6	+23.5	+22.6	+26.6	45			
New Mexico	1,550	4,468	30,208	19.49	+2.6	+2.6	+5.9	+11.1	+9.3	-15.5	31			
Region XI:														
Arizona	2,299	6,580	74,697	32.49	+7.2	+5.1	+6.1	+54.9	+50.7	+55.7	31			
Colorado	4,873	11,787	144,725	29.70	+14.7	+9.6	+10.9	+42.7	+31.9	+37.0	6			
Idaho	2,687	6,293	71,198	26.50	-2	-9	+5	+12.2	+11.3	+14.8	41			
Montana	2,188	5,094	62,275	28.46	+2.4	+1.7	+2.3	+24.1	+22.0	+27.3	34			
Utah	3,029	7,425	101,513	33.51	+2.2	+1.0	+2.3	+15.4	+15.9	+13.9	42			
Wyoming	626	1,576	19,631	31.36	+3.0	+3.1	+4.3	+5.0	+6.9	+9.9	31			
Region XII:														
California	13,131	32,566	544,077	41.43	+1.6	+1.8	+2.2	+15.1	+15.3	+29.6	24			
Oregon	1,599	3,547	62,707	39.22	-2	(10)	+3	+47.0	+43.3	+62.1	15			
Washington	5,742	12,977	168,125	29.28	-1.1	-1.0	-1.0	-10.4	-5.9	-11.3	35			
Territory: Hawaii	967	3,433	33,801	34.95	+2.7	+2.2	+4.7	+10.0	+13.2	+15.5	25			

¹ Social Security Board administrative regions.

² Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

³ Population estimated with the advice of the U. S. Bureau of the Census as of July 1, 1938.

⁴ Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for February 1938 and February 1939.

⁵ For 39 States, the District of Columbia, and Hawaii.

⁶ Decrease of less than 0.1 percent.

⁷ No approved plan for aid to dependent children for February 1938.

⁸ Includes 4,232 children 16 to 18 years of age. Rate per 1,000 does not include these children.

⁹ Increase of less than 0.1 percent.

For February 1939 as compared with February 1938, there were increases of 10.5 percent in the total number of recipients and 11.7 percent in the total amount of payments in the 50 jurisdictions

¹⁰ Includes approximately 2,634 children 16 years of age and over. Rate per 1,000 does not include these children.

¹¹ Does not include aid to dependent children administered by county governments to recipients not yet approved for aid under the State plan.

¹² Includes an unknown number of children 16 years of age and over.

¹³ In addition, in 73 counties payments amounting to \$17,941 were made from local funds without Federal participation to 1,011 families in behalf of 2,368 children under the State mothers'-pension law. Some families receiving aid from this source for February also received aid under the State plan for aid to dependent children approved by the Social Security Board.

¹⁴ No payments made for aid to dependent children for February 1939 pending adequate appropriation of State funds.

¹⁵ No change.

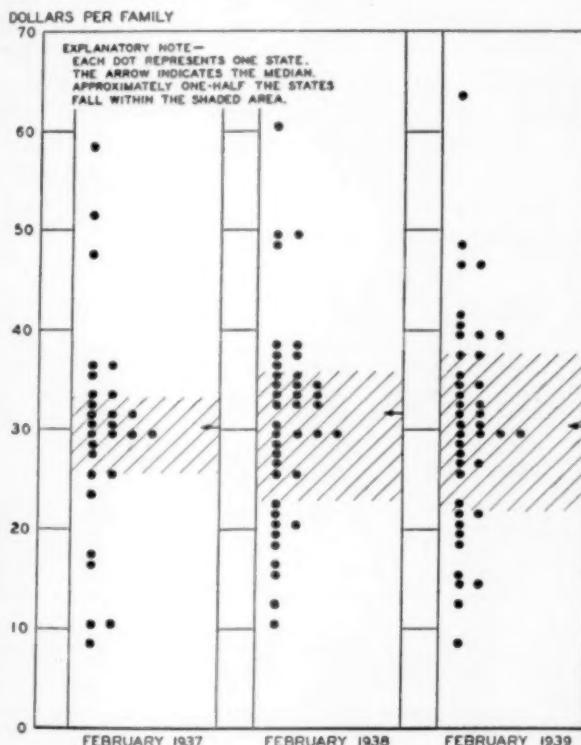
with plans approved by the Social Security Board for both months.

Aid to Dependent Children

Practically no change occurred from January to February 1939 in the total numbers of families and children aided or in the total amount of payments for aid to dependent children in the 42 jurisdictions with plans approved by the Social Security Board. One State—Missouri—made no payments for February owing to the inadequacy of State funds available for this type of assistance.

In several States, however, there were fairly large percentage increases in one or more items. Florida, where payments for aid to dependent children under an approved plan were begun in September 1938, reported increases of from 40 to 45 percent in the numbers of families and children receiving aid and the amount of obligations incurred. A gain of about 15 percent in each item was reported by Pennsylvania. The expansion in this program in Pennsylvania for December 1938 and the first 2 months of this year is primarily

Chart V.—Average monthly payment per family for aid to dependent children in States making payments under plans approved by the Social Security Board, February 1937, 1938, and 1939



attributable to the fact that a number of families eligible for this type of assistance were transferred from the general relief rolls. Eligibility requirements in Pennsylvania were liberalized in the latter part of 1937, but reorganization developments affecting the State agency delayed the actual transfer of families until the last month of 1938 and January and February of this year.

In Colorado the number of families aided increased almost 15 percent and the number of children and amount of payments about 10 per-

Table 14.—Average monthly payment per family for aid to dependent children in States making payments under plans approved by the Social Security Board, February 1937, 1938, and 1939

[Data corrected to Mar. 15, 1939]

State	Average payment per family for—		
	February 1937	February 1938	February 1939
Arithmetic average ¹	\$28.61	\$31.99	\$32.51
First quartile	25.66	22.96	21.78
Median	30.11	31.54	30.27
Third quartile	33.25	35.82	37.67
Interquartile range	7.59	12.86	15.80
Alabama	10.98	12.98	12.46
Arizona	29.38	32.32	32.49
Arkansas	10.20	10.44	8.13
California	33.30	36.80	41.43
Colorado	30.64	30.94	29.70
Delaware	29.48	32.36	30.55
District of Columbia	51.06	49.91	46.37
Florida			26.60
Georgia		22.06	20.89
Idaho	25.67	25.89	26.50
Indiana	29.71	28.06	27.47
Kansas		29.27	30.27
Louisiana	23.70	20.60	21.13
Maine	36.90	37.53	37.67
Maryland	31.25	32.14	31.56
Massachusetts	58.55	60.43	63.84
Michigan	32.64	38.58	39.62
Minnesota		34.75	35.92
Missouri		33.73	(²)
Montana		27.74	28.46
Nebraska	25.65	26.45	25.86
New Hampshire	36.33	37.77	40.57
New Jersey	27.11	29.18	29.70
New Mexico	33.10	25.61	19.49
New York		48.03	48.67
North Carolina		16.01	15.41
North Dakota		34.42	32.55
Ohio	30.60	28.10	30.38
Oklahoma	8.54	15.93	14.13
Oregon		35.55	30.22
Pennsylvania	35.09	34.60	34.59
Rhode Island	47.78	49.96	46.88
South Carolina		20.40	14.42
Tennessee		18.57	18.41
Utah	31.70	33.94	33.51
Vermont	17.34	19.64	20.97
Virginia			22.28
Washington	28.57	29.56	29.28
West Virginia	16.49	21.60	21.27
Wisconsin	31.87	35.91	37.66
Wyoming	29.50	29.97	31.36
Hawaii		33.29	34.95

¹ Based on the total number of families receiving aid and total amount of obligations incurred. Amounts do not include administrative expense or the expense of hospitalization and burials.

² No payments made for aid to dependent children for February 1939 pending adequate appropriation of State funds.

cent. Kansas reported a gain of about 10 percent in each item, and in Vermont an increase of 18 percent in the amount of obligations incurred accompanied upward changes of about 5 percent in the numbers of families and children aided.

For the 40 jurisdictions with approved plans for both February 1939 and February 1938, there

were increases of 20.4 percent in the number of families, 17.8 percent in the number of children, and 22.4 percent in the amount of payments in February 1939 as compared with February of last year.

For States making payments in behalf of dependent children under plans approved by the

Table 15.—*Aid to the blind in States with plans approved by the Social Security Board, by regions and States, February 1939*

[Data reported by State agencies, corrected to Mar. 15, 1939]

Region ¹ and State	Number of recipients	Amount of obligations incurred for payments to recipients ²	Average per recipient	Percentage change from—				Number of recipients per 100,000 estimated population ³	
				January 1939 in—		February 1938 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total	43,675	\$1,018,094	\$23.31	+0.9	+1.0	+21.1	+18.9	45	
Region I:									
Connecticut	8127	\$2,954	23.26	+10.4	-3.1	(*)	(*)	7	
Maine	1,258	28,909	22.98	(*)	+4	-7	+1.9	167	
Massachusetts	1,120	24,640	22.00	+7	+1.6	+9.1	+19.1	25	
New Hampshire	311	6,806	21.89	-1.6	-1.6	+5.1	+10.1	61	
Vermont	132	2,584	19.57	-5.7	+3.0	-11.4	+6.7	34	
Region II:									
New York	2,640	64,920	24.59	+1	+9	+12.1	+19.8	20	
Region III:									
New Jersey	614	13,933	22.69	+1.0	+1.3	+10.8	+13.0	14	
Region IV:									
District of Columbia	223	5,957	26.71	(*)	-2	+18.6	+19.8	36	
Maryland	635	13,547	21.33	+5	+1.5	+11.6	+15.6	33	
North Carolina	1,953	28,639	14.66	(*)	+3	+8.1	+12.1	60	
Virginia	754	9,718	12.89	+9.4	+8.7	(*)	(*)	23	
West Virginia	763	13,227	17.34	+1.5	+1.9	+1.9	+7	41	
Region V:									
Michigan	702	18,118	25.81	+9	+7	+28.8	+26.6	15	
Ohio	3,935	78,094	19.85	-2	+5	+4.9	+9.7	56	
Region VI:									
Indiana	2,493	48,403	19.42	+6	+8	+10.2	+13.8	72	
Wisconsin	1,984	44,850	22.61	+3	+1.1	+7	+3.7	65	
Region VII:									
Alabama	479	4,178	8.72	-2	-2.1	+24.4	+10.4	17	
Florida	2,306	33,578	14.56	+3.0	+2.6	+52.6	+452.5	138	
Georgia	1,250	13,573	10.86	+1.3	+6	+42.4	+29.2	41	
Mississippi	469	3,324	7.09	+7.8	+8.0	(*)	(*)	23	
South Carolina	870	8,736	10.04	+8	+1.5	+34.7	(*)	46	
Tennessee	1,415	20,747	14.66	-6	-7	+82.1	+77.5	49	
Region VIII:									
Iowa	1,307	30,392	23.25	+7	+1.0	+77.1	+75.3	51	
Minnesota	793	19,800	24.97	+2.1	+2.3	+46.9	+75.8	30	
Nebraska	605	12,347	20.41	+5	-6	+7.1	+11.0	44	
North Dakota	115	2,318	20.16	+1.8	+4.5	(*)	(*)	16	
South Dakota	232	4,529	19.52	+1.3	+7	(*)	(*)	34	
Region IX:									
Arkansas	621	4,107	6.61	-5	-5	-7.7	-32.8	30	
Kansas	1,034	21,565	20.86	+5	+1.0	+72.3	+68.7	55	
Oklahoma	2,029	32,799	16.17	(*)	+3	-9	-4.7	50	
Region X:									
Louisiana	819	10,777	13.16	+7.1	+7.2	+41.2	+43.9	38	
New Mexico	200	2,900	14.50	+1.0	+5.0	-2.4	-12.3	47	
Region XI:									
Arizona	310	7,667	24.73	+2.3	+3.1	+19.7	+25.3	75	
Colorado	610	17,168	28.14	-1.8	-1.8	+5.0	+6.3	37	
Idaho	298	6,530	21.91	+1.4	+1.3	+5.7	+2.6	66	
Montana	127	2,643	20.81	+12.4	+9.9	(*)	(*)	24	
Utah	208	5,261	25.29	+2.5	+2.2	-14.4	-16.2	40	
Wyoming	151	4,461	29.54	-6.8	-3.8	-9.6	-10.7	64	
Region XII:									
California	6,253	296,899	47.96	+1.0	+1.0	+14.7	+14.6	102	
Oregon	432	10,942	25.33	-7	-8	+2.1	+2.8	42	
Washington	1,031	31,605	30.65	+6	+1	+1.0	-10.3	62	
Territory:									
Hawaii	67	949	14.16	(*)	(*)	(*)	(*)	37	

¹ Social Security Board administrative regions.

² Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

³ Population estimated by the U. S. Bureau of the Census as of July 1, 1937.

⁴ Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for February 1938 and February 1939.

⁵ Does not include aid to the blind administered under a State law without Federal participation.

⁶ Connecticut had an approved plan for aid to the blind for February 1938 but did not request Federal funds.

⁷ No change.

⁸ No approved plan for aid to the blind for February 1938.

⁹ Does not include aid to the blind administered by county governments to recipients not yet approved for aid under the State plan.

¹⁰ Not computed, because figures for February 1938 are too small for comparison.

¹¹ Federal funds available, but no payments were made for February 1938.

¹² Not computed, because figures for January 1939 are too small for comparison.

Board, chart V shows the range in State average payments per family in February of each of the years 1937-39. Each State is represented by a dot, located on the scale according to the amount of the average monthly payment per family. The arrow indicates the median of the State averages, and the shaded area represents the interquartile range. Approximately one-half the States fall within this area; about one-fourth are above and one-fourth below the quartile measures.

In table 14 the values of the median and quartiles, the interquartile range, and the arithmetic average for all States making payments are shown for February of each year. The arithmetic average reflects an appreciably higher level of payments in February 1938 than in February 1937 and a further increase in February 1939 as compared with February 1938. The medians of the State averages, however, show a smaller upward change from February 1937 to February 1938; and in February 1939 the median State average payment was smaller than that for February 1938.

The increase in the arithmetic average reflects expansion in the case load and the high standards of assistance in States with large numbers of recipients, rather than rising levels of payments in all States. On the other hand, the median is not influenced by the size of the case loads in the several States.

It is interesting to note that the range between the highest and lowest average payments in the States increased slightly in February 1939 as compared with February 1937 and that a marked

increase occurred in the range between the first and third quartiles. As shown in table 14, the interquartile range in February 1937 was \$7.59; in February 1939 it was more than twice as large—\$15.89.

Aid to the Blind

From January to February increases of about 1 percent occurred in the number of recipients of aid to the blind and in the amount of payments to these recipients for the 42 jurisdictions administering plans approved by the Social Security Board.

The largest percentage increases were reported by three States in which the program for aid to the blind under the Social Security Act has been in operation for less than a year. In Montana the number of recipients increased about 12 percent and the amount of obligations about 10 percent. Mississippi and Virginia reported gains of about 8 percent and 9 percent, respectively, in both items.

In Louisiana the number of recipients and amount of payments were about 7 percent greater in February than in January, and in Connecticut there was an increase of approximately 10 percent in the number of persons aided.

In the 40 jurisdictions which had approved plans for aid to the blind for both months, the total number of recipients had increased 21.1 percent and the total amount of obligations 18.9 percent in February of this year as compared with February 1938.

STATISTICS FOR URBAN AREAS

Public and Private Aid in 116 Urban Areas

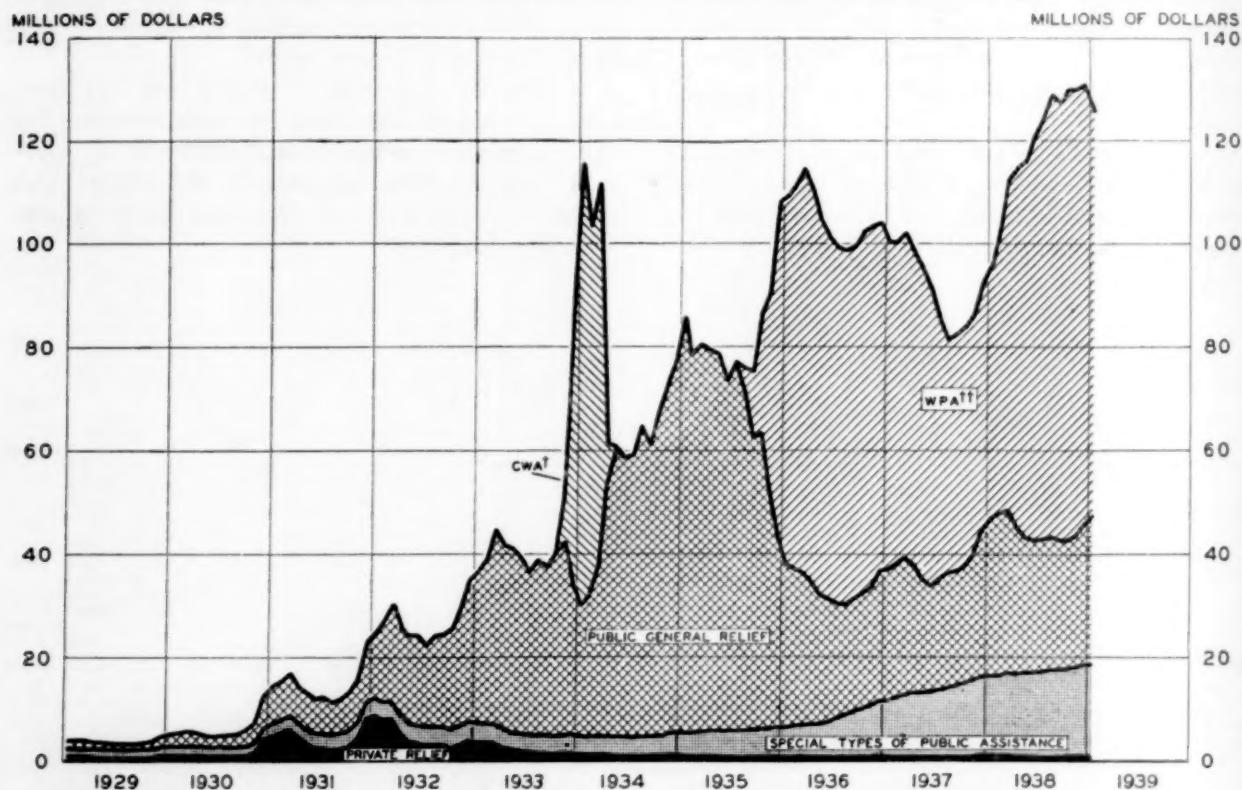
In January 1939 payments aggregating \$125.7 million were made in 116 urban areas for the special types of public assistance, for public and private general relief, and for earnings of persons employed on work projects operated by the Works Progress Administration. Data are not available for the urban areas on earnings of persons employed on work projects of Federal agencies other than the WPA, earnings of students under the program of the National Youth Administration, and earnings of enrollees in the Civilian Conservation Corps. In 1930 the population of these areas comprised 37 percent of the total population of the continental United States.

In 87 of the areas the total amount of payments was smaller in January than in the previous

month and the total for all areas declined by \$5.1 million or 3.9 percent from December to January. The decrease was attributable mainly to a decline of \$6.7 million or almost 8 percent in the amount of earnings of persons employed on projects operated by the WPA. Payments from public funds for general relief were 4.8 percent greater in January than in December, and the total amount of obligations incurred for old-age assistance, aid to dependent children, and aid to the blind increased 2.0 percent. Payments for general relief from private funds declined about one-sixth from December to January, but the amount of such payments is so small that large percentage changes exert a negligible influence on changes in the total volume of public and private aid.

The total volume of assistance and earnings in the urban areas was 30.1 percent larger in

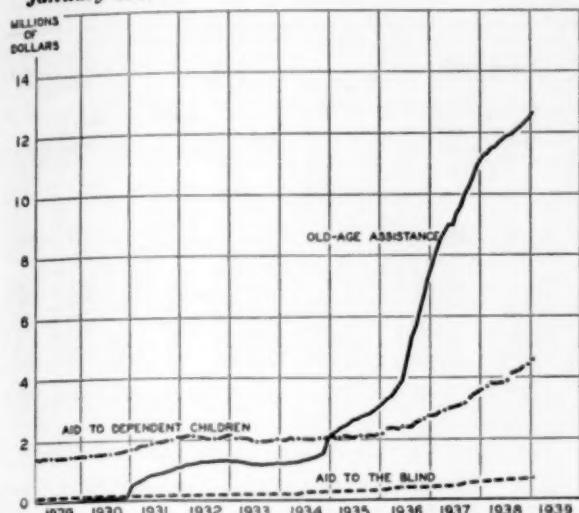
Chart I.—Public and private assistance and earnings of persons employed by the Works Progress Administration and under the Civil Works Program in 116 urban areas in the United States, January 1929-January 1939



†Earnings under Civil Works Administration of all persons employed under the program, including the administrative staff.

††Earnings on projects operated by the Works Progress Administration within the areas.

Chart II.—Special types of public assistance in 116 urban areas in the United States, January 1929-January 1939



January of this year than in January 1938. Earnings on projects of the WPA were 57.7 per-

cent above the January 1938 level, and the amount of obligations incurred for the three special types of public assistance increased 16.2 percent. On the other hand, expenditures from public funds for general relief were 6.0 percent smaller than in January 1938.

Earnings on projects operated by the WPA comprised over 62 percent of the total amount of public and private aid reported for January 1939, as compared with 51.3 percent in January 1938. Public general relief accounted for 22.8 percent—a substantially smaller share than the 31.6 percent represented by this type of assistance a year earlier. Payments to recipients of the special types of public assistance comprised a somewhat smaller share in January 1939 than in the same month of 1938—14.3 percent as compared with 16.0 percent. General relief from private funds represented only 1.1 percent of the total in January 1938 and less than 1 percent in January of this year.

Table 1.—Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Works Progress Administration, 116 urban areas, January 1939

[Corrected to Mar. 21, 1939]

Type of administrative agency	Number of cases ¹	Amount ²	Percentage change from—				Percentage distribution of amount		
			December 1938 in—		January 1938 in—		January 1939 ³	December 1938 ³	January 1938 ³
			Number of cases	Amount	Number of cases	Amount			
Total	(4)	\$125,687,147			-3.9		+30.1	100.0	100.0
Public agencies	(4)	\$124,816,901			-3.8		+30.6	99.3	99.2
Agencies administering:									
General relief ⁴	964,936	28,641,643	+6.5	\$4.8	-5.5	\$6.0	22.8	20.9	31.6
Special types of assistance	650,482	17,957,944	+1.1	+2.0	+13.1	+16.2	14.3	13.4	16.0
Old-age assistance	519,559	12,669,213	+8	+1.8	+11.3	+13.2	10.1	9.5	11.6
Aid to dependent children ⁵	108,588	4,580,269	+3.1	+2.8	+21.9	+25.6	3.6	3.4	3.8
Aid to the blind ⁶	22,335	708,462	+3	(6)	+15.6	+14.3	.6	.5	.6
Works Progress Administration ¹⁰	(11)	78,217,314	(11)	-7.9	(11)	+57.7	62.2	64.9	51.3
Private agencies ¹²	(4)	\$870,246			-16.3		-18.5	.7	.8
Nonsectarian agencies	19,369	357,866	-11.8	-18.8	-14.3	-23.9	.3	.5	.5
Jewish agencies	6,466	167,113	+8	-3	-9.0	-13.3	.1	.1	.2
Catholic agencies	11,106	185,420	-8.2	-12.8	-13.7	-15.6	.2	.2	.2
Salvation Army	6,446	35,788	-58.9	-46.9	-4.5	-25.1	(11)	.1	(11) .2
Other private agencies	11,282	124,059	-25.1	-18.2	-6.5	-13.6	.1	.1	

¹ Case figures incomplete, since certain agencies reporting the amount of relief failed to report the number of cases aided.

² Figures do not include the cost of administration, or of materials, equipment, and other items incident to the operation of work programs.

³ Percentages in this column are based on figures which include estimates amounting to less than 0.2 percent of the total.

⁴ The total number of cases aided by public and private agencies or by either group separately cannot be obtained by adding the figures shown in this column, since an unknown number of cases are receiving relief from more than 1 type of agency.

⁵ Includes estimates amounting to \$170,471.

⁶ It should be noted that public agencies administered \$1,440 of private funds while private agencies administered \$12,413 of public funds, so that the total amounts contributed from public and private sources, respectively, were \$124,827,874 and \$859,293.

⁷ Includes direct and work relief and statutory aid to veterans administered on the basis of need.

⁸ Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the act.

⁹ Increase of less than 0.1 percent.

¹⁰ Figures from the WPA, Division of Statistics, represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during the month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

¹¹ Data not available.

¹² Includes direct and work relief and aid to veterans.

¹³ Less than 0.1 percent.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, January 1939

[Corrected to Mar. 21, 1939]

State and city	Territory included	Total ¹	Public funds						Private funds ⁴	Percentage change in total from—	
			Total	General relief ²	Old-age assistance	Aid to dependent children ³	Aid to the blind ³	WPA earnings ⁴		Decem- ber 1938	Jan- uary 1939
Alabama:											
Birmingham	County	\$673,020	\$673,005	\$7,289	\$22,535	\$19,433	\$818	\$622,930	\$15	-4.7	+68.4
Mobile	do	150,481	149,981	1,062	7,675	1,467	182	139,595	\$500	-3.8	+49.1
California:											
Los Angeles	do	5,842,480	5,816,252	1,575,565	1,634,819	187,783	145,227	2,272,858	26,228	+.7	+20.3
Oakland	do	1,480,530	1,477,043	257,849	239,581	48,175	22,498	908,940	3,487	-1.4	+18.8
Sacramento	do	314,731	312,554	66,687	102,032	17,539	6,909	119,387	7,2,177	+2.3	+16.9
San Diego	do	672,793	672,032	133,159	205,450	9,273	303,612	761	-.5	-1.6	
San Francisco	do	1,963,252	1,974,887	316,115	302,976	43,349	22,692	1,289,755	7 18,365	-1.7	+14.4
Colorado: Denver	do	746,381	743,279	94,981	230,974	41,526	3,434	272,364	3,102	+.9	+2.2
Connecticut:											
Bridgeport	City	556,434	554,524	7 63,815	27,631	5,886	233	* 456,959	7 1,910	-4.2	+41.8
Hartford	do	327,986	311,261	7 64,427	48,243	6,542	674	191,375	16,725	-5.5	+15.1
New Britain	do	136,980	136,521	7 17,371	11,023	2,404	173	105,550	459	-4.4	+42.9
New Haven	do	708,553	704,704	7 78,317	47,576	7,376	7,893	* 570,632	3,759	-8.9	+36.3
Delaware: Wilmington	County	221,249	216,202	48,488	16,311	9,125		142,278	5,047	-1.5	+63.2
District of Columbia: Washington	City	888,207	869,617	43,208	83,301	48,199	5,970	688,930	7 18,590	-5.4	+54.3
Florida:											
Jacksonville	County	425,042	423,871	6,397	46,128	5,449	2,911	362,986	1,171	-2.1	+87.1
Miami	do	190,714	185,661	5,523	43,655	8,315	3,072	125,096	5,053	-.7	+98.5
Georgia: Atlanta	do	700,568	695,348	25,324	32,912	18,545	2,064	616,513	5,220	-6.5	+60.1
Illinois:											
Chicago	do	11,141,786	11,054,891	3,100,814	973,333	78,513	73,707	* 6,828,524	86,895	-3.6	+48.0
Springfield	do	291,201	288,654	59,032	33,739	1,755	4,380	189,748	2,547	-.7	+62.0
Indiana:											
Evansville	do	383,290	382,685	56,697	33,032	17,085	1,529	274,342	605	-5.6	+40.6
Fort Wayne	do	275,765	273,298	40,433	30,709	20,685	1,372	180,099	2,467	-1.6	+35.9
Indianapolis	do	1,068,101	1,079,126	155,601	107,870	67,210	6,230	742,215	8,975	-12.1	+19.2
South Bend	do	369,734	369,056	58,060	28,482	17,125	998	264,391	678	-4.9	+35.4
Terre Haute	do	415,977	415,200	* 16,000	38,918	15,166	1,958	343,167	768	-4.1	+41.1
Iowa:											
Des Moines	do	559,117	557,618	62,949	82,220	3,559	4,464	404,426	1,499	+.7	+12.9
Sioux City	do	242,186	241,432	71,658	37,263	3,924	1,470	127,117	754	-2.1	+16.1
Kansas:											
Kansas City	do	372,862	372,542	30,827	30,908	13,507	1,838	295,462	320	-4.0	+44.8
Topeka	do	135,107	134,694	13,121	17,248	8,033	1,072	95,220	413	-2.1	+4.2
Wichita	do	227,025	226,029	51,579	33,724	13,916	1,763	125,047	906	-5.0	+20.4
Kentucky: Louisville	do	391,924	382,767	* 22,906	30,790	10,894		318,177	7 9,157	-2.5	+83.2
Louisiana:											
New Orleans	Parish	1,179,885	1,170,337	40,612	53,896	70,645	3,135	1,002,049	7 9,548	-3.1	+26.7
Shreveport	do	49,673	49,378	7,398	11,751	10,322	288	19,619	295	+.7	+58.1
Maine: Portland	City	152,662	150,593	7 23,260	17,683	3,241	1,264	* 105,145	2,069	-12.2	+27.2
Maryland: Baltimore	do	917,332	901,338	251,190	158,745	158,795	8,970	* 323,638	15,994	+1.4	+15.3
Massachusetts:											
Boston	do	3,354,305	3,276,471	503,130	389,829	236,352	7,367	2,140,093	77,834	+.6	+35.5
Brockton	do	289,023	285,520	7 41,397	55,799	7,167	464	180,693	3,503	+.8	+20.7
Cambridge	do	327,817	325,459	81,151	38,067	15,376	795	190,070	2,258	+15.0	+32.7
Fall River	do	375,756	375,573	34,455	54,006	12,133	872	274,107	183	-10.7	+25.2
Lawrence	do	254,183	252,535	33,097	41,421	5,266	560	172,191	1,648	+20.0	+40.8
Lowell	do	453,983	452,728	64,041	61,116	14,372	770	312,429	1,255	+8.2	+19.3
Lynn	do	361,105	357,817	56,437	71,496	9,426	658	219,800	7 3,288	+17.1	+36.9
Malden	do	144,058	144,006	43,820	29,542	4,771	286	65,587	52	-5.6	+20.3
New Bedford	do	388,859	387,185	73,268	73,557	10,895	784	228,681	1,674	+7.8	+30.2
Newton	do	120,493	118,792	39,271	16,267	8,336	106	54,812	1,701	+20.3	+30.6
Springfield	do	470,733	465,893	132,226	70,479	16,660	654	245,874	4,840	+12.5	+27.3
Worcester	do	570,120	566,894	194,457	84,095	22,534	937	264,871	3,226	+10.4	+31.4
Michigan:											
Detroit	County	4,894,616	4,877,423	788,156	252,776	346,268	4,708	3,485,425	7 17,193	-4.9	+57.4
Flint	do	504,340	504,087	101,259	51,726	21,844	507	328,751	233	-1.6	+40.5
Grand Rapids	do	717,113	716,331	63,839	94,735	34,182	1,516	522,089	782	-3.4	+49.4
Pontiac	do	420,430	420,141	63,696	46,698	28,058	424	281,265	289	-2.7	+37.5
Saginaw	do	227,171	226,558	43,495	28,045	16,021	448	138,549	613	+1.3	+52.5
Minnesota:											
Duluth	do	873,145	868,027	180,757	109,908	29,732	2,168	545,462	5,118	-.7	+35.7
Minneapolis	do	1,892,728	1,887,380	509,673	287,129	43,892	4,454	1,042,232	5,348	-2.1	+14.4
St. Paul	do	1,232,656	1,227,397	290,814	111,588	20,278	2,746	801,971	5,259	+11.6	+31.0
Missouri:											
Kansas City	do	1,029,044	1,017,681	* 81,364	157,425	11,209	* 10,725	756,958	* 11,363	-2.2	+69.7
St. Louis	City and county	2,165,876	2,142,466	160,785	203,524	47,056	* 17,175	1,713,926	23,410	-13.9	+45.1
Nebraska: Omaha	County	661,595	650,001	7 6,063	85,031	29,341	2,193	526,453	* 11,594	-5.2	+22.8
New Jersey:											
Jersey City	City	1,201,416	1,200,962	168,688	22,834	22,665	1,062	* 965,713	454	-4.5	+43.6
Newark	do	1,890,466	1,887,885	608,000	52,535	66,563	1,925	* 1,158,862	2,581	-7	+26.8
Trenton	do	354,286	351,851	84,050	16,020	13,309	665	* 237,807	2,435	-9.2	+7.0

See footnotes at end of table.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, January 1939—Continued

Corrected to Mar. 21, 1939]

State and city	Territory included	Total ¹	Public funds						Private funds ²	Percentage change in total from—		
			Total	General relief ³	Old-age assistance	Aid to dependent children ⁴	Aid to the blind ⁵	WPA earnings ⁶		Decem- ber 1938	Janu- ary 1939	
New York:												
Albany	City	\$274,563	\$272,036	\$54,826	\$13,267	\$3,868	\$640	\$199,435	\$2,527	+0.8	+28.3	
Buffalo	County	1,941,771	1,927,199	1,078,333	111,731	71,674	4,471	660,900	14,572	+1.6	+14.2	
New Rochelle	City	114,716	114,510	72,514	12,000	7,557	29	22,510	106	+1.7	+3.4	
New York	do	22,493,084	22,310,281	7,121,403	1,335,057	1,222,074	36,774	12,564,913	7,182,803	-7.2	+8.0	
Niagara Falls	do	169,427	168,535	72,576	7,011	7,021	112	\$1,815	892	+1.5	+47.7	
Rochester	do	973,663	971,150	459,004	113,144	44,137	2,533	\$352,332	2,513	-1.4	+19.6	
Syracuse	County	676,419	671,647	730,348	86,567	22,267	1,048	229,417	7,4,772	+4.4	+9.4	
Utica	City	246,680	243,866	78,080	25,793	13,737	369	\$125,887	2,814	-4	+16.2	
Yonkers	do	360,379	358,429	120,536	22,275	19,598	432	195,588	1,950	-3	+0.3	
North Carolina:												
Asheville	County	146,428	146,428	2,896	10,759	4,277	924	127,572	718	-10.3	+78.9	
Charlotte	do	96,553	95,835	6,350	15,320	6,088	1,344	66,733	718	-6.3	+75.9	
Greensboro	do	101,686	101,619	2,115	15,733	6,601	1,227	75,943	67	-3.7	+50.2	
Winston-Salem	do	117,879	113,379	866	12,987	5,197	1,025	93,304	4,500	-5.0	+45.7	
Ohio:												
Akron	do	1,337,169	1,334,545	74,941	73,247	21,100	1,885	1,163,372	2,624	-4.4	+103.9	
Canton	do	593,440	593,400	53,184	74,831	11,872	2,028	451,485	40	-2.4	+98.0	
Cincinnati	do	1,264,687	1,249,117	266,057	177,197	44,042	5,498	756,323	15,570	-21.0	+19.3	
Cleveland	do	5,486,733	5,454,077	545,990	215,437	102,544	7,770	4,582,336	32,656	-6.6	+94.7	
Columbus	do	1,032,866	1,030,812	7,127,492	146,224	21,568	5,934	729,594	2,054	-7.2	+56.7	
Dayton	do	758,160	756,738	133,769	96,648	15,549	2,530	505,242	1,422	-2.4	+46.0	
Springfield	do	232,888	232,888	29,182	53,969	5,285	1,888	142,569	14,6	-14.6	+03.8	
Toledo	do	1,529,915	1,529,350	123,230	17,406	18,562	4,078	1,266,074	565	-9.1	+60.4	
Youngstown	do	716,671	716,211	63,287	47,303	13,858	3,031	588,732	460	-2.0	+76.3	
Oklahoma: Tulsa	do	264,632	257,678	12,441	87,781	17,495	2,683	137,278	6,954	-2.0	+21.0	
Oregon: Portland	do	756,860	754,601	116,816	155,959	18,500	4,745	458,581	2,259	-1.6	+20.6	
Pennsylvania:												
Allentown	do	346,978	346,212	61,501	25,588	8,983	5,295	244,845	706	-4.7	+19.6	
Altoona	do	389,236	389,163	71,507	32,760	12,149	5,934	266,813	73	-3.2	+46.7	
Bethlehem	do	374,630	373,930	55,048	24,918	11,230	5,250	277,484	700	+1.8	+25.8	
Chester	do	363,773	361,597	80,255	33,373	12,822	7,137	228,010	2,176	-7.5	+64.1	
Erie	do	481,388	481,338	104,421	49,168	12,677	7,609	307,463	50	-2.4	+42.2	
Johnstown	do	582,568	582,094	119,882	40,575	23,374	7,095	391,168	474	-4.2	+66.9	
Philadelphia	do	4,773,119	4,726,773	2,570,362	357,826	151,036	66,961	1,580,588	7,46,346	-4.9	+0.6	
Pittsburgh	do	4,368,684	4,347,247	1,435,683	247,290	108,692	37,004	2,518,578	7,21,437	-4.8	+29.7	
Reading	do	491,508	490,277	97,156	41,395	9,912	9,300	332,514	7,1,231	-1.2	+33.3	
Scranton	do	1,319,169	1,315,793	204,130	54,795	29,397	9,476	1,017,994	7,3,376	-3.2	+40.7	
Wilkes-Barre	do	1,734,644	1,733,339	339,228	61,342	40,606	13,715	1,278,358	1,305	-3.5	+18.8	
Rhode Island: Providence	City	835,846	829,350	149,997	52,296	19,334	577	607,723	6,496	-20.2	+5.8	
South Carolina: Charleston	County	203,546	202,979	4,241	10,066	4,315	577	183,700	567	-7	+108.3	
Tennessee:												
Knoxville	do	178,130	177,630	4,416	16,782	15,700	903	139,829	4,500	-6.0	+60.0	
Memphis	do	282,996	277,985	3,658	37,152	19,732	4,100	213,343	5,011	-8.2	+60.9	
Nashville	do	228,596	226,856	4,909	26,059	17,042	2,558	176,288	1,740	+1.1	+86.9	
Texas:												
Dallas	do	375,379	371,796	30,011	88,500	851	—	252,335	3,583	-7.9	+46.4	
El Paso	do	93,514	92,976	148	11,917	—	—	80,911	538	-2.0	+70.1	
Fort Worth	do	343,181	342,859	24,239	67,162	—	—	251,458	322	-4.1	+22.1	
Houston	do	315,967	313,537	32,716	74,014	—	—	206,807	2,430	-5.0	+24.1	
San Antonio	do	329,854	325,265	—	64,388	—	—	200,877	4,589	-3.7	+74.9	
Utah: Salt Lake City	do	441,261	439,158	39,769	90,489	35,739	1,064	272,107	11,2,103	-2.8	+22.9	
Virginia:												
Norfolk	City	125,179	124,116	6,803	1,500	842	687	114,185	7,1,063	+36.7	+96.3	
Richmond	do	179,165	173,354	33,762	6,923	1,293	545	130,831	5,811	+8	+59.7	
Roanoke	do	36,683	36,683	2,983	1,948	576	346	30,830	—	+7.7	+17.2	
Washington:												
Seattle	County	1,084,605	1,078,290	153,647	231,681	37,544	8,311	647,107	6,315	-7.8	-4.2	
Tacoma	do	505,797	505,797	57,600	91,521	20,217	2,775	333,624	—	-13.3	-8.2	
West Virginia: Huntington	do	230,639	229,890	11,307	10,574	4,975	658	202,376	740	-3.0	+49.9	
Wisconsin:												
Kenosha	do	268,307	267,968	35,086	20,606	15,237	1,412	196,537	330	-6.0	+42.0	
Madison	do	306,776	306,488	32,465	43,812	19,567	1,012	209,632	288	-3.8	+37.9	
Milwaukee	do	2,747,688	2,737,402	543,166	286,535	103,834	8,454	1,705,413	7,10,286	+5.0	+51.0	
Racine	do	262,727	261,759	60,141	24,822	18,330	791	157,675	968	-6	+76.7	

¹ Figures do not include the cost of administration, or of materials, equipment, and other items incident to the operation of work programs.

² Includes direct and work relief and statutory aid to veterans administered on the basis of need.

³ Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the act.

⁴ Figures from the WPA, Division of Statistics, represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during the month. Figures are not available for

these areas for earnings of persons employed on projects other than those operated by the WPA.

⁵ Includes direct and work relief and aid to veterans.

⁶ Estimated.

⁷ Includes estimate.

⁸ Figures relate to county.

⁹ Figures relate to city.

¹⁰ Figures relate to Baltimore County as well as to the city of Baltimore.

¹¹ Figures incomplete, since data are not obtainable for 1 relief program.

General Relief Operations of Public Agencies in Selected Large Cities, February 1939

Reports on general relief operations during February were received from public agencies in 16 of the largest cities in the United States, including all cities with a population of 400,000 or more in 1930 except Boston, Cincinnati, and New Orleans. Rochester, New York, which is slightly smaller than the others, is also included. In both Los Angeles and San Francisco, two agencies administer general relief: the State Relief Administration gives assistance to employable cases through its local offices, while unemployable cases are cared for by the county departments of public welfare. There are, therefore, two reports from each of these cities. In comparing the general relief operations of Los Angeles and San Francisco with those of other cities, it is necessary to consider the combined reports of both agencies.

Cases Aided and Amount of Relief

In February there was an increase of 4 percent over the previous month in the number of cases aided and of 2 percent in the amount of relief in these 16 cities. Although February is a shorter month than January both the number of cases and the amount of relief were larger for all agen-

cies except Cleveland, Los Angeles (Department of Charities), Milwaukee, Newark, and Philadelphia. (See table 3.) Decreases in the amount of relief in Cleveland, Newark, and Philadelphia were accompanied by increases in the number of cases aided. Only Los Angeles (Department of Charities) and Milwaukee reported a decrease in both cases and amount of relief. Increases in the number of cases receiving relief amounted to 14 and 26 percent, respectively, in the State Relief Administration agencies in Los Angeles and San Francisco, and to less than 10 percent in the other 14 agencies reporting increases; increases in obligations incurred for relief amounted to 21 percent in San Francisco (State Relief Administration) and to less than 9 percent in the remaining 12 agencies reporting increases.

Average Amount of Relief Per Case

Fifteen agencies reported data from which it was possible to compute the average amount of relief per family case and per single-person case for February. The average amounts per family case ranged from \$26.71 in St. Louis to \$51.92 in San Francisco (Public Welfare Department); the average amount per single-person case from \$9.00 in St. Louis to \$30.75 in New York.

The average amounts of relief per case are com-

Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case, in selected cities, February 1939

City or county agency	Number of cases receiving relief	Amount of relief ¹	Average amount		Percentage change from January 1939 in—	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore	9,426	\$261,381	(2)	(2)	+4.0	+8.5
Buffalo	23,240	892,685	\$43.98	\$20.27	+4.1	+3.0
Chicago	110,202	4,083,844	40.22	14.44	+3.0	+6.7
Cleveland	19,112	433,911	27.61	15.00	+7.5	-4.8
Detroit	22,030	729,613	35.39	23.51	+9.8	+6.7
District of Columbia	1,727	44,789	30.67	18.78	+7.3	+4.7
Los Angeles: ²						
Department of Charities	17,990	389,126	33.13	15.82	-.3	(2)
State Relief Administration	35,061	1,269,116	40.11	17.11	+14.0	+7.1
Milwaukee ³	22,846	7537,679	28.48	11.76	-2.3	-7.1
Minneapolis	15,943	476,029	34.13	20.77	+2.2	+2.4
Newark	17,687	534,125	35.28	20.16	+1.0	-4.8
New York	174,372	7,205,888	47.00	30.75	+3.9	+2.0
Philadelphia	86,116	2,515,675	(2)	(2)	+2.0	-1.9
Pittsburgh	53,178	1,450,513	(2)	(2)	+3.9	+1.4
Rochester	10,281	423,301	46.12	18.13	+2.6	+1.7
St. Louis	7,556	153,492	26.71	9.00	+5.6	+3.7
San Francisco:						
Public Welfare Department	3,689	107,518	51.92	21.67	+.3	+6
State Relief Administration	8,556	252,221	40.84	17.43	+26.9	+20.6

¹ Figures do not include the cost of administration; of materials, equipment, and other items incident to the operation of work programs; or expense for special programs, hospitalization, and burials.

² Data not available.

³ Includes 9,504 cases receiving aid from special departments: Transportation Service, 691; Children's and Minors' Service, 2,180; Nursing Home Service, 23; Veterans' Service, 3,469; and Shelter Division, 3,141.

⁴ Includes \$201,385 for cases receiving aid from special departments: Trans-

portation Service, \$19,440; Children's and Minors' Service, \$50,902; Nursing Home Service, \$815; Veterans' Service, \$112,597; and Shelter Division, \$17,631.

⁵ Includes data for entire county in which city is located.

⁶ Decrease of less than 0.1 percent.

⁷ Includes \$22,144 which was estimated as covering the cost of operating the commissary.

⁸ Includes duplications, since in some cases relief was granted more than once during the month.

parable insofar as it has been possible to achieve comparability by definition as to items to be reported as general relief. The averages as reported do not necessarily reflect standards or adequacy of relief, however, and other factors must be taken into consideration in any comparison of the data for the various cities. Communities differ with respect to cost of living, and agencies differ in administrative practice with respect to items included in the budget and methods of distribution of relief. In addition, averages are affected by the extent to which the case load consists of cases receiving relief throughout the whole period and by the extent to which the aid granted from general relief funds is supplementary to other income or assistance.

Case Turn-Over

Table 4 presents data on the number of cases opened and closed during the month of February, with accession and separation rates for all the agencies except Minneapolis. A high turn-over in the case load was reported in Detroit and San Francisco (State Relief Administration) where accession rates were 34 and 39 and separation rates 33 and 17, respectively. The smallest turn-over was in New York City, with an accession rate of

5.5 and a separation rate of 3.7. In 10 agencies both accession and separation rates were less than 10.

General Relief in Addition to WPA Earnings or Public Assistance

Thirteen agencies were able to report the number of cases in which general relief supplemented WPA earnings. (See table 5.) General relief was granted to supplement WPA earnings in almost 25 percent of the cases receiving relief in February in Minneapolis and in 16 and 20 percent, respectively, in Cleveland and Milwaukee. In four agencies—Buffalo, Detroit, New York, and Rochester—5 to 10 percent of the cases received both general relief and WPA earnings. Baltimore grants no general relief to cases with persons employed on WPA projects.

Eight agencies reported the number of cases in households in which general relief was given in addition to some other type of public assistance. In Baltimore, 31 percent of the cases receiving relief also received grants for aid to dependent children. No other city reported as high as 5 percent of its general relief cases receiving either old-age assistance, aid to dependent children, or aid to the blind.

Table 4.—General relief cases opened and closed and net change in case load by specified reasons, in selected cities, February 1939

City or county agency	Total number of cases open during the month	Cases opened during the month		Cases closed during the month		Total net change in case load	Net change in case load by specified reasons			
		Number	Accession rate ¹	Number	Separation rate ¹		Losses or gains in—		Other	
							WPA employment	Regular employment		
Baltimore	9,685	908	10.2	590	6.7	+309	-57	+250	-10	+126
Buffalo	23,755	1,865	8.3	827	3.7	+1,038	+28	+803	+568	-361
Chicago	119,700	8,256	7.3	4,566	4.0	+3,690	+2,146	+1,567	(*)	-23
Cleveland	20,319	1,875	9.9	757	4.0	+1,118	+660	+97	0	+361
Detroit	23,316	5,888	33.7	5,795	33.2	+93	-1,857	+847	+1,450	-347
District of Columbia ²	2,092	274	14.5	135	7.2	+139	-10	-15	0	+164
Los Angeles:										
Department of Charities ³	18,668	1,354	7.8	1,416	8.2	-62	-26	-76	0	+40
State Relief Administration	35,560	6,721	22.2	3,915	12.9	+2,806	-298	+2,067	+278	+759
Milwaukee	22,924	3,143	15.9	3,239	16.4	-96	+10	+60	+70	-236
Minneapolis	(*)	1,377	(*)	1,030	(*)	+347	+370	+351	(*)	-374
Newark	18,443	1,362	8.0	1,415	8.3	-53	+574	-63	-350	-214
New York	176,405	9,307	5.5	6,283	3.7	+3,024	+773	(*)	-270	(*)
Philadelphia	87,428	8,412	7.9	5,096	6.2	+1,316	+1,171	+1,030	-42	-843
Pittsburgh	54,132	5,243	10.5	3,552	7.1	+1,691	+1,026	+771	+17	-123
Rochester	10,884	741	7.2	453	4.4	+288	+121	+99	+9	+69
St. Louis	7,749	667	9.3	452	6.3	+215	+91	-68	-63	+255
San Francisco:										
Public Welfare Department ⁴	3,724	296	8.6	272	7.9	+23	(*)	(*)	(*)	(*)
State Relief Administration	8,984	2,736	39.0	1,196	17.0	+1,540	(*)	(*)	(*)	(*)

¹ Base used is average of number of cases open at beginning of month and number open at end of month.

² Excludes 10 cases closed and reopened the same month for supplementation.

³ Unemployment compensation not yet payable in Illinois.

⁴ Accepts only unemployable cases.

⁵ Data not available.

⁶ Estimated by city on basis of incomplete count.

⁷ Data not reported separately.

⁸ Represents number actually added to assistance rolls rather than number of cases formally approved as shown in table 6.

Effect of Employment on the General Relief Case Load

Tables 6 and 7 present data on specified reasons for opening and closing general relief cases in February. Loss of employment, other than that on Federal work projects, was reported as the reason for 25 percent or more of the openings during the month in 10 of the 13 agencies reporting this item. The highest percentage—62.1—was reported by Buffalo. St. Louis reported the lowest—2 percent. In 8 of the 17 agencies reporting the number of cases closed because employment was obtained, this reason accounted for more than 25 percent of the closings; percentages ranged from 44 in Rochester to 5 in Los Angeles (Department of Charities).

Thirteen agencies granting relief to employable as well as unemployable persons reported both the number of cases opened because of loss of regular employment and the number closed because employment was obtained. (See table 4.) Openings exceeded closings in all but two of these agencies—Newark and St. Louis. When cases closed because employment was obtained are subtracted from

Table 5.—General relief cases in households receiving other types of income or assistance in selected cities, February 1939

City or county agency	Number of cases receiving relief	Percent of general relief cases in households receiving ¹ —				
		Earnings under Works Progress Administration	Earnings from regular employment	Unemployment compensation	Old-age assistance	Aid to dependent children
Baltimore	9,426	—	1.0	1.6	1.6	30.7
Buffalo	23,240	7.8	8.7	.2	1.9	1.1
Chicago	110,202	3.1	(2)	(2)	2.1	(2)
Cleveland	19,112	16.4	12.6	—	(2)	(2)
Detroit	22,030	9.3	9.3	2.2	2.8	—
Los Angeles: State Relief Adm.	31,645	1.2	(2)	2.8	—	—
Milwaukee	22,846	19.7	5.5	1.2	1.2	.2
Minneapolis	15,943	24.7	* 5	(2)	4.0	3.5
Newark	17,687	4.0	24.4	3.9	—	—
New York	174,372	5.3	(2)	.3	2.3	1.3
Philadelphia	82,332	6	(2)	.4	(2)	(2)
Pittsburgh	50,580	2.9	(2)	.8	(2)	(2)
Rochester	10,281	7.1	14.8	.7	4.8	2.7
San Francisco: State Relief Adm.	7,788	2.6	(2)	2.4	—	—

¹ Data on the number of general relief cases which also receive aid to the blind are available for 4 cities: Baltimore, Buffalo, Milwaukee, and Rochester. The number of these cases is small: 0.1 percent of the cases receiving relief in Baltimore, Milwaukee, and Rochester, and 0.2 percent in Buffalo.

² Data not available.

³ Unemployment compensation not yet payable in Illinois.

⁴ Cases open on last day of month.

⁵ Base used is number of cases receiving relief, rather than figures shown in first column of this table.

⁶ Includes only cases in which 25 percent or more of the budget is earned.

Table 6.—Reasons for opening general relief cases in selected cities, February 1939

City or county agency	Number of cases opened	Percent opened for specified reason			
		Loss of employment under Works Progress Administration	Loss of regular employment	Cessation of unemployment compensation	All other reasons
Baltimore	908	1.4	36.7	1.1	60.8
Buffalo	1,865	2.5	62.1	32.5	2.9
Chicago	8,256	30.4	37.9	(1)	31.7
Cleveland	1,875	42.9	17.6	—	39.5
Detroit	5,888	7.2	22.0	26.6	44.2
Los Angeles: State Relief Administration	6,721	19.6	43.9	7.3	29.3
Milwaukee	3,143	5.5	25.0	4.0	65.5
Minneapolis	1,377	30.5	38.8	(1)	30.7
Newark	1,362	47.1	34.6	.1	18.2
New York	9,307	14.0	(1)	2.4	(2)
Philadelphia	6,306	26.4	45.1	6.7	21.8
Pittsburgh	4,949	27.3	45.3	10.1	17.3
Rochester	741	19.3	40.4	3.5	36.8
St. Louis	667	35.5	2.0	—	62.5

¹ Unemployment compensation not yet payable in Illinois.

² Data not reported separately.

³ Data not available.

⁴ These figures differ from the number of cases shown in table 4, since the latter represent the number actually added to the assistance rolls rather than the number of cases formally approved.

those opened because employment was lost, it is found that there is a net increase of 8,000 cases in February as against 11,000 in January. General business conditions, as measured by employment in nonagricultural industries, improved only slightly in February. According to a release of the Department of Labor, 45,000 workers were added to industrial pay rolls.

Effect of WPA Employment on the General Relief Case Load

Loss of WPA employment was reported as responsible for approximately one-fourth to one-half of the cases opened in February by 7 of the 14 agencies. (See table 6.) In Cleveland and Newark, 43 and 47 percent, respectively, of the openings were for this reason. Loss of WPA employment, however, accounted for less than 8 percent of the openings in Baltimore, Buffalo, Detroit, and Milwaukee. Transfers to WPA employment accounted for between 31 and 41 percent of the closings in Detroit, Los Angeles (State Relief Administration), San Francisco (State Relief Administration), and St. Louis and for from 2 to 20 percent of the closings in the other 11 agencies. (See table 7.)

Fourteen agencies which do not limit their intake to unemployable cases reported both the number of cases opened on loss of WPA employment and

the number of transfers to employment on WPA projects. When these two items are balanced against each other it is found that there was a net reduction in case loads in only three cities—Baltimore, Detroit, and Los Angeles (State Relief Administration). (See table 4.) The total net increase in February of less than 5,000 cases was smaller by half than the net increase in these same 14 agencies in the previous month.

Effect of Unemployment Compensation on the General Relief Case Load

Data for February 1939 on the number of cases opened because of the termination of unemployment benefits were reported for 12 cities; data on the number of cases closed because benefits were received were reported for 13 cities. (See table 8.)

Thirty-three percent of the cases opened during the month in Buffalo and 27 percent in Detroit were opened because benefit rights were exhausted. Except for Pittsburgh (10 percent), no other city reported that this reason accounted for more than 7 percent of their openings. Cleveland, Newark, and St. Louis are in States in which unemployment compensation first became payable in January 1939, and February represents the first month in which any substantial number of benefit payments could have been made.

Approximately 25 percent of the cases closed in Newark and 14 percent in Pittsburgh and St. Louis were closed because receipt of benefits made relief no longer necessary. Cleveland reported no cases closed on receipt of unemployment benefits.

Cases opened because of cessation of benefits constituted less than 3 of every 100 cases receiving relief in February in all cities except Detroit, where 7 of every 100 cases were opened on cessation of benefits. Cases closed on receipt of unemployment benefits constituted 2 percent of the cases receiving relief in Newark, and less than 1 percent in all other reporting cities.

In six agencies cases opened on cessation of unemployment benefits exceeded the number closed on receipt of benefits. (See table 4.) Payment of benefits resulted in net decreases in case load in Baltimore, New York, and Philadelphia, and in Newark and St. Louis where the program is in the early stages of development.

Eleven agencies reported the number of cases in which general relief was granted to supplement unemployment benefits. (See table 5.) Such cases constituted 4 of every 100 cases receiving relief in Newark; between 2 and 3 of every 100 in Detroit, Los Angeles, and San Francisco; and less than 2 per 100 in the remaining 7 cities.

Table 7.—Reasons for closing general relief cases in selected cities, February 1939

City or county agency	Number of cases closed	Percent closed for specified reason						
		Transferral to—			Relief no longer needed			
		Works Progress Administration ¹	Special types of public assistance	Other relief status	Regular employment obtained	Increased earnings or other income	Unemployment compensation received	Other
Baltimore	509	11.9	12.0		13.8	7.7	3.3	44.6
Buffalo	827	5.1	3.4	2.2	42.7	11.0	4.5	17.7
Chicago	4,566	8.3	5.2	.1	34.3	2.4	(2)	40.7
Cleveland	757	20.0	(1)	12.8	30.9	13.3		23.0
Detroit	5,795	39.5	1.9	.4	7.7	8.0	2.0	1.9
District of Columbia ²	135	9.6	14.1		11.1	5.9		59.3
Los Angeles:								
Department of Charities ³	1,416	1.9	33.3	19.6	5.4	8.3		4.2
State Relief Administration	3,915	41.3	.7	4.1	22.6	.4	5.4	25.5
Milwaukee	3,239	5.9	1.9	1.2	22.4	40.5	1.7	21.1
Minneapolis	1,030	4.8	8.1	(1)	17.8	(1)	(1)	60.3
Newark	1,415	4.7	(1)	(1)	37.8	(1)	24.8	(1)
New York	6,283	9.0	7.8	.3	33.2	(1)	7.8	9.1
Philadelphia	5,096	10.4	18.5	(1)	35.6	7.4	9.1	17.2
Pittsburgh	3,552	11.5	6.4	(1)	41.4	12.4	13.6	1.1
Rochester	453	6.2			44.1	16.6	3.8	
St. Louis	452	41.4	4.0	.9	17.9	1.5	13.9	
San Francisco:								
Public Welfare Department ⁴	272		12.9	43.4	(1)	(1)	(1)	(1)
State Relief Administration	1,196	31.8	.4	7.8	23.6	1.0	5.2	30.2

¹ Includes cases closed by transfer to NYA and CCC.

² Unemployment compensation not yet payable in Illinois.

³ Included in transfer to other relief status.

⁴ Accepts only unemployable cases.

⁵ Data not reported separately.

⁶ Included in "All other reasons."

⁷ Data not available.

Table 8.—General relief cases opened because of cessation or closed because of receipt of unemployment compensation in selected cities, February 1939

City or county agency	Number of cases receiving relief	Cases opened				Cases closed			
		Number	Because of cessation of unemployment compensation			Number	Because of receipt of unemployment compensation		
			Number	Percent of—			Cases receiving relief	Percent of—	
				Cases receiving relief	Cases opened			Cases receiving relief	Cases closed
Baltimore.....	9,426	908	10	0.1	1.1	509	20	0.2	3.3
Buffalo.....	23,240	1,861	605	2.6	32.5	827	37	.2	4.5
Cleveland.....	19,112	1,875	0			757	0		
Detroit.....	22,030	5,888	1,568	7.1	26.6	5,795	118	.5	2.0
Los Angeles ¹	53,051	8,075	488	.9	6.0	5,331	210	.4	3.9
Milwaukee.....	22,846	3,143	125	.5	4.0	3,239	55	.2	1.7
Newark.....	17,687	1,362	1	(1)	.1	1,415	351	2.0	24.8
New York.....	174,372	9,307	223	.1	2.4	6,283	493	.3	7.8
Philadelphia.....	86,116	6,306	424	.5	6.7	5,096	466	.5	9.1
Pittsburgh.....	53,178	4,949	502	.9	10.1	3,552	485	.9	13.6
Rochester.....	10,281	741	26	.3	3.5	453	17	.2	3.8
St. Louis.....	7,556	667	0			452	63	.8	13.9
San Francisco ¹	12,245	3,031	(1)	(1)	(1)	1,468	62	.5	4.2

¹ Includes data on relief to employable cases which is administered by the State Relief Administration, and relief to unemployable cases which is administered by the Department of Charities. For the State Relief Administration 1.4 per 100 cases receiving relief and 7.3 per 100 cases opened were cases opened because of cessation of unemployment compensation; 0.6 per 100 cases receiving relief and 5.4 per 100 cases closed were cases closed because of receipt of benefits.

² Less than 0.1 percent.

³ Includes data on relief to employable cases which is administered by the State Relief Administration, and relief to unemployable cases which is administered by the Public Welfare Department. For the State Relief Administration 0.7 per 100 cases receiving relief and 5.2 per 100 cases closed were closed on receipt of unemployment compensation.

⁴ Data not available.

OLD-AGE INSURANCE

BUREAU OF OLD-AGE INSURANCE · ANALYSIS DIVISION

Wage-Record Operations in Baltimore

As of February 25, 1939, the Bureau of Old-Age Insurance had on file more than 100.7 million wage items for posting with the 1938 wage records, including a small number of 1937 wage items received late or carried over for other reasons to the next year's accounting operations. Each wage item for 1938 represents a report by an employer of the amount of taxable wages paid by him to an employee in one of the quarterly reporting periods of that year. When a worker has been engaged in more than one covered employment during a reporting period, a wage item is returned by each of his employers. The total number of wage items returned for a period is therefore larger than the number of different individuals who were engaged in covered employment at some time during those 3 months. Of the total 100.7 million, 92.9 million or 92.3 percent had been converted to punch-card form. For the first three quarters of the year 70.1 million cards had been collated and interfiled.

Employer reports are received by the Bureau of Internal Revenue in connection with payment of taxes under title VIII and then are transmitted to the Board for use in maintenance of

During February, 7,693 requests for statements of earnings were received in Baltimore as compared with 11,328 such requests received in January. As of February 28, 1939, a cumulative total of 73,417 requests had been received, of which 61,300 complete statements had been forwarded and the remaining 12,100 requests were in process of being answered. Of all requests received, 34.5 percent related to accounts maintained in Baltimore in the files for Region II. Region V, in second place, accounted for 10.7 percent of all requests.

Claims for Lump-Sum Payments

During February, 18,522 claims for lump-sum payments were received in Washington, a decrease of 5.4 percent from the number received in January. This decline was undoubtedly due to the smaller number of working days in the month, since the number received per working day showed a rise in February. Death claims declined 4.1 percent and life claims 7.1 percent from January to February. At the end of February a cumulative total of 321,800 claims had been received; of this number 44.6 percent were life claims and 55.4 percent were death claims.

The 17,490 claims certified for payment during February represented a decrease of 6.7 percent from the number certified in January. A cumulative total of 303,143 claims, representing 94.2 percent of all claims received, had been certified by the end of February.

The decline from \$66.98 to \$66.83 in the average payment certified was the first to occur in 14 months. This small decline of 0.2 percent was entirely attributable to the decline of almost 1 percent in the average life claim certified. The average death claim showed a slight increase. The decline in the average payment certified in the country as a whole is the result of a combination of factors. Regions I, II, III, V, and VI, where the average payment was above the national average, accounted for a smaller part of the total in February than January. Claims from Regions IV, VII, IX, X, and XI, on the other hand, comprised a larger proportion of all claims certified in February; in these regions the average payment was con-

Table 1.—*Cumulative number of wage items received by the Social Security Board for 1938*

[In thousands]

Number of weeks after date due at Bureau of Internal Revenue	1st quarter	2d quarter	3d quarter	4th quarter
1	479	4,336	4,221	4,500
2	984	8,618	7,860	9,068
3	2,374	12,218	12,871	13,721
4	11,937	17,653	16,216	17,452

wage records. The reports are due at the Bureau of Internal Revenue at the end of the month following the close of a quarterly reporting period. Reports were received by the Social Security Board more promptly during the last three quarters of 1938 than during the first quarter, as is indicated by table 1, which shows cumulative receipts of wage items in the first 4 weeks after reports were due at the Bureau of Internal Revenue.

siderably below the average for all regions. Eight of the twelve regions showed small increases in the average size of payments.

In eight States the average payment certified

was above \$75; New York was highest with an average of \$83.71. Seven of the eight were northern industrial States. On the other hand, 14 States showed average payments of less than

Table 2.—Claims for lump-sum payments: Number received in Washington, and number and average amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, February 1939¹

Region ² and State	Total claims			Claims for payments at age 65			Claims for death payments		
	Number		Average amount certified	Number		Average amount certified	Number		Average amount certified
	Received	Certified		Received	Certified		Received	Certified	
Cumulative through Feb. 28	321,800	303,143	\$46.78	143,433	135,258	\$47.57	178,367	167,885	\$46.14
Total for February	18,522	17,490	66.83	8,010	7,744	66.93	10,512	9,746	66.75
Region I:									
Connecticut	290	302	78.26	147	151	82.49	143	151	74.04
Maine	118	111	58.56	61	59	58.74	57	52	58.35
Massachusetts	790	743	79.23	390	362	83.88	400	381	74.81
New Hampshire	83	76	57.32	49	38	47.94	34	38	66.70
Rhode Island	179	186	69.34	94	102	67.12	85	84	72.04
Vermont	82	66	52.58	49	41	49.58	33	25	57.49
Region II:									
New York	1,950	1,847	83.71	783	752	85.12	1,167	1,095	82.75
Region III:									
Delaware	47	51	71.73	22	20	71.44	25	31	71.92
New Jersey	814	696	80.91	366	308	86.97	448	388	76.09
Pennsylvania	1,784	1,605	74.21	786	691	79.94	908	914	69.89
Region IV:									
District of Columbia	93	82	68.98	29	25	63.20	64	57	71.82
Maryland	318	279	62.02	139	129	66.81	179	150	57.89
North Carolina	326	362	43.12	116	140	39.23	210	222	45.57
Virginia	340	323	55.27	122	106	66.00	218	217	50.03
West Virginia	276	264	63.98	128	107	59.86	148	157	66.79
Region V:									
Kentucky	282	285	55.31	97	100	59.93	185	185	52.81
Michigan	738	740	76.07	300	310	74.42	438	430	77.27
Ohio	1,167	1,136	77.75	500	505	79.64	667	631	76.24
Region VI:									
Illinois	1,103	1,067	80.27	466	450	80.19	637	617	80.33
Indiana	512	489	65.05	215	197	70.87	297	292	61.12
Wisconsin	364	380	73.96	168	179	74.82	196	201	73.19
Region VII:									
Alabama	278	278	37.84	85	85	46.76	193	193	33.91
Florida	210	178	49.24	70	56	49.77	140	122	49.00
Georgia	397	350	41.29	186	176	33.60	211	174	49.08
Mississippi	178	147	32.32	76	67	22.98	102	80	40.15
South Carolina	235	200	33.23	77	71	23.56	158	129	38.55
Tennessee	366	354	44.77	167	180	34.45	199	174	55.44
Region VIII:									
Iowa	344	355	46.75	167	212	44.67	177	143	49.83
Minnesota	301	317	60.40	133	153	58.99	168	164	61.70
Nebraska	142	120	54.46	98	75	49.10	44	45	63.40
North Dakota	50	48	41.88	22	21	29.35	28	27	51.62
South Dakota	38	38	49.21	18	19	35.44	20	19	62.97
Region IX:									
Arkansas	157	135	33.93	64	50	29.08	93	85	36.78
Kansas	173	148	56.45	82	75	55.19	91	73	57.75
Missouri	450	428	69.65	213	208	72.34	237	220	67.11
Oklahoma	154	161	54.94	54	54	40.26	100	107	62.35
Region X:									
Louisiana	315	299	40.10	108	139	42.37	207	160	38.14
New Mexico	31	16	63.34	12	6	69.17	19	10	59.84
Texas	657	568	52.93	205	194	49.00	452	374	54.97
Region XI:									
Arizona	44	54	63.42	17	19	70.54	27	35	59.55
Colorado	186	163	53.81	82	79	54.49	104	86	53.17
Idaho	61	55	62.48	27	23	45.34	34	32	72.65
Montana	99	94	77.55	36	32	71.93	63	62	80.45
Utah	83	79	48.85	44	37	42.15	39	42	54.75
Wyoming	30	37	49.22	10	14	64.78	20	23	39.75
Region XII:									
California	1,317	1,228	67.72	643	620	64.07	674	608	71.45
Nevada	30	16	65.32	12	8	53.40	18	8	77.24
Oregon	183	192	64.36	87	111	46.04	96	81	65.75
Washington	307	298	61.81	159	173	58.73	148	125	66.08
Territories:									
Alaska	4	9	52.48	2	4	59.75	2	5	46.67
Hawaii	41	21	66.74	27	10	66.15	14	11	67.27
Foreign ³	5	12	58.61	0	1	43.99	5	11	59.94

¹ All claims received to date have been for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.

² Social Security Board administrative regions.

³ Claims received from persons in foreign countries.

Source: Bureau of Old-Age Insurance, Administrative Division.

\$50. Nine of these are southern States, and the other five are predominantly agricultural western and midwestern States.

Claims certified in February were filed less promptly, on the average, than those certified in the preceding month; the average elapsed time between the date of eligibility and the date of filing was increased from 81 to 91 days. In February, only 44.2 percent of all claims certified were filed within 30 days of the date of eligibility, whereas in January 49 percent had been filed within 30 days. Claims filed between 60 and 90 days after eligibility comprised 30.7 percent of the total in February, whereas this lag occurred in only 28.8 percent of the claims certified in January.

Employee Account Numbers Issued

The 311,643 account numbers issued during February represented a 25.7-percent decrease from January and constituted the smallest number issued in any month since the inauguration of the program. A large part of this decline can doubtless be attributed to the fact that there was a small number of working days in February; in 1938 there was a 34.7-percent decline from January to February in the number issued. Furthermore, since nearly all States had, by the end of January, put their unemployment compensation programs into operation, the initial assignment of account numbers for use in connection with the administration of the State programs is now nearly completed. The inauguration of benefit payments in 18 States in January had caused applications for account numbers to increase almost 10 percent in those States, whereas all other States had shown a 10.5-percent decline. In February these 18 States showed a 30-percent decline in applications, as opposed to a decline of only 23.9 percent in other States.

The cumulative total of account numbers issued as of February 28 was 43.4 million. This total includes an undetermined number for individuals who have died or retired since obtaining account numbers. In February, as in the last 6 months, Region VII accounted for the largest number of account numbers issued—13.3 percent of the total for all States. The current leadership of this southeastern region is probably due to the fact that the original registration in this region was less complete than in the others, and that during the winter months many agricultural workers have

moved from noncovered to covered employments. As in previous months, New York had a consider-

Table 3.—Employee account numbers issued, by regions and States, February 1939¹

Region ² and State	Employee account numbers issued ³	
	Cumulative through February ⁴	February
Total	43,357,589	311,643
Region I:		
Connecticut	69,801	2,968
Maine	269,308	1,379
Massachusetts	1,738,174	7,149
New Hampshire	185,293	1,145
Rhode Island	302,532	2,188
Vermont	101,816	609
Region II:		
New York	5,836,917	38,339
Region III:		
Delaware	98,716	1,042
New Jersey	1,587,231	12,986
Pennsylvania	3,611,455	20,485
Region IV:		
District of Columbia	277,672	2,250
Maryland	615,210	5,393
North Carolina	896,638	7,288
Virginia	687,725	7,586
West Virginia	572,532	3,110
Region V:		
Kentucky	677,731	5,159
Michigan	1,976,691	8,343
Ohio	2,555,855	16,246
Region VI:		
Illinois	2,964,340	13,849
Indiana	1,144,663	4,864
Wisconsin	865,483	4,377
Region VII:		
Alabama	622,331	6,258
Florida	643,672	8,970
Georgia	797,630	9,104
Mississippi	355,319	5,429
South Carolina	473,065	5,084
Tennessee	718,864	6,627
Region VIII:		
Iowa	556,604	3,550
Minnesota	743,335	3,081
Nebraska	303,884	2,786
North Dakota	104,778	1,218
South Dakota	119,018	1,118
Region IX:		
Arkansas	335,021	5,661
Kansas	451,075	3,210
Missouri	1,203,251	9,438
Oklahoma	601,369	4,712
Region X:		
Louisiana	632,983	5,862
New Mexico	113,940	2,006
Texas	1,852,411	17,727
Region XI:		
Arizona	159,154	1,791
Colorado	338,776	3,007
Idaho	146,228	1,180
Montana	168,619	1,205
Utah	163,551	836
Wyoming	70,966	364
Region XII:		
California	2,703,659	26,140
Nevada	42,759	488
Oregon	368,314	2,246
Washington	607,696	3,360
Territories:		
Alaska	21,234	96
Hawaii	150,300	1,584

¹ The count of employee account numbers issued must not be taken as a measure of the number of persons engaged currently in employment covered by the old-age benefits provisions of the Social Security Act or the cumulative total of persons who have been so engaged over a period of time. As an aid in the administration of State unemployment compensation laws and for other reasons, account numbers have been issued to individuals who were not in employment covered by title II at the time their applications were made.

² Social Security Board administrative regions.

³ Net figures, after subtraction of all numbers canceled for any reason.

⁴ Revised.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

ably higher volume than any other State—12.3 percent of the February total. California was second with 8.4 percent, and Pennsylvania third with 6.6 percent.

A comparison of all employee account numbers issued from November 1936 through February 1939 shows that a large proportion of the total have been issued in comparatively few States. New York had a cumulative total of 5.8 million account numbers through February 28, or 13.5 percent of the total for all the States. Pennsylvania had the next highest number for the same period with 3.6 million or 8.3 percent of the total. Within these States, together with Illinois, California, Ohio, Michigan, and Texas, have been issued approximately 50 percent of all account numbers issued to workers since November 1936.

Age, Sex, and Color of Applicants

A complete tabulation has been made of the applications for account numbers received during 1938. The March Bulletin (page 71) pre-

sented a summary table for the United States and the February Bulletin (pages 77-81) summarized the data which had been presented regularly at the close of each quarter of 1938. The complete tabulation of 1938 data by States is obtainable on request to the Bureau of Old-Age Insurance, Analysis Division. A summary for the United States and for each State by age, sex, and race, and by age (5-year intervals) and sex for each race has been prepared. The summary table includes a percentage distribution by age for each race, by States.

It is planned to subdivide the 5-year age intervals into single years after which the tabulation will be corrected by subtracting from their respective age, sex, and race groups the account-number holders who have died or attained age 65.

During 1939 it is planned to tabulate new applicants for account numbers monthly as heretofore, but the tables will be published in the Bulletin only quarterly for the United States and semiannually for each State.

FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

DIVISION OF OLD-AGE BENEFITS RESEARCH

RECENT discussion before the Ways and Means Committee and particularly Secretary Morgenthau's testimony have focused attention on financial operations under the Social Security Act. Both the unemployment trust fund and the old-age reserve account now amount to approximately \$1 billion. Cumulative figures for appropriations, grants, and funds represent amounts totaling several hundred million dollars.

Current Financial Operations

Financial data for the month of February 1939 are presented below. Table 1 shows Federal appropriations and expenditures under the Social Security Act for the fiscal year 1937-38 and for the fiscal year 1938-39 as of February 28, 1939.

The item "grants to States for unemployment compensation and employment service administration" shows that approximately \$38 million had been expended through February 28, 1939, whereas the original appropriation for the fiscal year was \$40 million. The First Deficiency Appropriation Act raised to \$49 million the appropriation for the current fiscal year.

Table 2 shows expenditures and issues under the Social Security Act through February 1939. Taxes collected under the act in February totaled \$154 million, a larger amount than was received in any previous month since the inception of the program. Of this amount approximately \$102 million was collected under title VIII and \$52 million under title IX, according to the Daily

Table 1.—Federal appropriations and expenditures under the Social Security Act for the fiscal year 1937-38, and for the fiscal year 1938-39 as of Feb. 28, 1939¹

Item	Fiscal year 1937-38		Fiscal year 1938-39	
	Appropriations ²	Expenditures to June 30, 1938 ³	Appropriations ²	Expenditures to Feb. 28, 1939 ⁴
ADMINISTRATIVE EXPENSES				
Social Security Board: Salaries and expenses and wage records	\$10,500,000.00	\$19,613,584.38	\$22,300,000.00	\$13,882,978.01
Department of Commerce (Bureau of the Census): Salaries and expenses	25,000.00	8,513.70	80,000.00	46,705.06
Department of Labor (Children's Bureau): Salaries and expenses	306,000.00	336,379.18	320,000.00	209,303.40
Total, administrative expenses	10,831,000.00	19,958,477.26	22,700,000.00	14,130,076.47
GRANTS TO STATES				
Social Security Board:				
Old-age assistance	\$166,500,000.00	182,198,734.35	214,000,000.00	143,218,149.53
Unemployment compensation administration	22,500,000.00	41,910,919.49	40,000,000.00	37,968,324.45
Aid to dependent children	24,900,000.00	25,498,282.01	45,000,000.00	21,215,682.33
Aid to the blind	5,200,000.00	5,161,249.06	8,000,000.00	3,642,034.97
Total, Social Security Board	219,100,000.00	254,769,184.91	307,000,000.00	206,044,191.28
Department of Labor (Children's Bureau):				
Maternal and child-health services	3,700,000.00	3,775,545.57	3,700,000.00	2,544,127.21
Services for crippled children	2,800,000.00	2,691,940.82	2,800,000.00	2,256,281.03
Child-welfare services	1,475,000.00	1,365,749.56	1,500,000.00	1,108,044.00
Total, Department of Labor	7,975,000.00	7,833,235.95	8,000,000.00	5,900,032.24
Treasury Department (Public Health Service): Public-health work	8,000,000.00	8,892,079.88	8,000,000.00	5,655,335.20
Total, grants to States	235,075,000.00	271,494,500.74	323,000,000.00	217,608,578.72
Old-age reserve account (general fund) ⁵	500,000,000.00	387,000,000.00	360,000,000.00	292,000,000.00
Grand total	745,906,000.00	678,452,978.00	705,700,000.00	523,747,655.19

¹ This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here, because they are not segregated from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated \$1,800,000 for each of the fiscal years 1937-38 and 1938-39 for grants to the States, and \$95,000 for 1937-38 and \$104,650 for 1938-39 for administration. The U. S. Public Health Service received appropriations of \$1,600,000 for both 1937-38 and 1938-39 for research and administration, in addition to the sums for grants to the States shown in this table.

² Does not include unexpended balance of appropriations for previous fiscal year.

³ On a checks-paid basis. Includes expenditures from reappropriated balance of appropriations for the previous fiscal year.

⁴ After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

⁵ Includes appropriation of \$3.5 million approved May 25, 1938.

⁶ Includes grants certified by the Social Security Board for payments to States for employment service administration to meet the requirements of the unemployment compensation program.

⁷ For a statement of the reserve fund status as of Jan. 31, 1939 (showing payments made and interest credited), see table 4.

Source: U. S. Treasury Department: Appropriations from the Office of the Commissioner of Accounts and Deposits, expenditures from the Daily Treasury Statement.

Treasury Statement. The large amount collected under title IX is attributable to the fact that tax collections for unemployment compensation are due as of January 31 for the previous calendar year; consequently the larger share of the collections was received by the Treasury in February. Tax collections under title VIII for the second quarter of the fiscal year 1938-39 were also due on January 31. In this case also the largest amount is collected in the second month following the period for which taxes are collected.

Table 3 shows the status of the unemployment trust fund as of February 28, 1939. The balance at that time totaled \$1.2 billion. In the present fiscal year contributions deposited by all States

and Territories and the District of Columbia totaled \$592.1 million, and withdrawals have amounted to \$283.2 million. It must be remembered that 18 States began benefit payments in January 1939 and that there are 2 others in which benefits will not become payable until July. Transfers to the old-age reserve account, as shown in table 4, amounted to \$50 million in February. This was the largest amount transferred to the account in any month. The unusually large transfer was occasioned by the fact that the budget submitted to Congress in January of this year called for a larger total transfer during the fiscal year 1938-39 than had previously been the case.

Federal tax collections under titles VIII and

Table 2.—Receipts, expenditures, and issues under the Social Security Act, and total governmental receipts, expenditures, and debt for the fiscal years ended June 30, 1936, June 30, 1937, and June 30, 1938, and by months, October 1937—February 1939

[In millions]

Fiscal year and month	Receipts of the Federal Government			Expenditures ¹ of the Federal Government			Excess receipts (+) or expenditures (-)	General fund balance	Amount of and changes in public debt									
	Total, all sources	Taxes under the Social Security Act ¹	All other	Under the Social Security Act					Total	Amount of public debt		Monthly changes (+) or (-) in public debt		Social security issues for—				
				Grants to States and administrative expense	Transfers to old-age reserve account	Total				Exclusive of social security issues	Old-age reserve account	Unemployment trust fund	Total					
Total, 1935-36.....	\$4,116			\$4,116	\$8,666	\$28		\$8,638	-\$4,550	+\$840	\$33,779	\$33,760	\$19	+\$5,078	+\$5,059	+\$19		
Total, 1936-37.....	5,294	\$252	5,042	8,442		183	\$265	7,994	-3,149	-128	36,425	35,846	\$267	312	+2,646	+2,086	+8267	+203
Total, 1937-38.....	6,242	604	5,638	7,626		291	387	6,948	-1,384	-338	37,165	35,631	662	872	+740	-215	+395	+560
1937																		
October.....	333	52	281	606		40	41	525	-273	-184	36,956	36,029	431	496	+81	+2	+41	+38
November.....	327	36	291	494		31	41	422	-167	-68	37,094	36,043	472	574	+138	+19	+41	+78
December.....	866	69	796	678		13	43	622	+188	+365	37,279	36,141	513	625	+185	+93	+41	+51
1938																		
January.....	335	57	278	533		45	41	447	-198	-23	37,453	36,250	554	649	+174	+109	+41	+24
February.....	349	80	269	515		18	41	456	-166	+25	37,633	36,304	595	734	+180	+54	+41	+85
March.....	959	3	956	748		9	43	696	+211	+166	37,556	36,176	636	744	-77	-125	+41	+10
April.....	273	33	240	642		32	11	599	-369	-451	37,510	36,122	647	741	-46	-54	+11	-3
May.....	375	105	270	568		22	2	544	-193	-122	37,422	35,949	647	826	-88	-173	0	+85
June.....	774	5	769	930		24	0	906	-156	-351	37,165	35,631	662	872	-257	-318	+15	+46
Total, 1938-39 to Feb. 28.....	3,653	475	3,178	5,859		232	292	5,335	-2,206	+1,127	39,859	37,730	944	1,185	+2,694	+2,099	+282	+313
July.....	311	31	280	762		40	38	684	-451	-100	37,191	35,619	700	872	+26	-12	+38	0
August.....	487	106	381	683		32	38	613	-196	+144	37,593	35,906	733	954	+402	+287	+33	+82
September.....	711	3	708	751		10	33	708	-40	+719	38,393	36,677	766	950	+800	+771	+33	-4
October.....	332	34	298	769		49	32	688	-437	-409	38,423	36,689	798	936	+30	+12	+32	-14
November.....	382	103	279	677		28	32	617	-295	-122	38,603	36,741	830	1,032	+180	+52	+32	+66
December.....	704	3	701	862		14	32	816	-158	+636	39,427	37,501	862	1,064	+824	+760	+32	+32
1939																		
January.....	308	42	266	693		33	37	623	-385	-151	39,631	37,663	894	1,074	+204	+162	+32	+10
February.....	417	154	263	662		26	50	586	-245	+410	39,859	37,730	944	1,185	+227	+66	+50	+111

¹ Federal tax receipts under titles VIII and IX of the Social Security Act. These data are from the Daily Treasury Statements and therefore are different from the tax collections in table 5 which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

² Exclusive of public-debt retirement. On the basis of "checks paid," i.e., checks cashed and returned to the U. S. Treasury.

Source: Computed from data furnished by the Daily Treasury Statements.

IX are shown in table 5. The data are shown according to the internal revenue collection district in which the taxes were collected, which is not necessarily the same district in which the taxable wages were earned. Cumulative collections under both titles to February 28, 1939, totaled \$1,332 million; title VIII taxes amounted to \$1,097 million, and title IX taxes \$234 million.

In examining the trend of collections over the last 2 years, changes in the method of reporting

must be remembered. During 1937 taxes were payable each month and were based on taxable pay rolls during the previous month. A regulation effective January 1, 1938, provided that these taxes are to be payable in April, July, October, and January of each year and are to be based on pay rolls for the preceding 3 months.

Chart I shows quarterly collections for the years 1937 and 1938, as compared with the Bureau of Labor Statistics index of factory pay

Table 3.—Status of the unemployment trust fund as of Feb. 28, 1939

State	Contributions first collectible on pay rolls for 1—	Balance as of June 30, 1937	Fiscal year 1937-38				Fiscal year 1938-39 to Feb. 28, 1939			
			Contributions deposited	Interest credited	Withdrawals ²	Balance as of June 30, 1938	Contributions deposited	Interest credited ²	Withdrawals	Balance as of Feb. 28, 1939
Total		\$313,602,562	\$748,813,896	\$15,172,022	\$195,720,000	\$881,868,479	\$502,132,481	\$11,967,500	\$283,186,000	\$1,202,802,460
Alabama	1936	4,911,753	6,627,910	184,428	4,250,000	7,474,091	5,844,263	84,814	4,750,000	8,653,168
Alaska	1937		498,968	3,623		502,582	432,749	7,893	50,000	803,224
Arizona	1936	930,785	1,815,356	39,170	1,200,000	1,585,311	1,600,000	21,040	1,070,000	2,136,350
Arkansas	1937		3,575,206	40,550		3,615,757	2,429,532	54,711	250,000	5,850,000
California	1936	27,909,344	63,495,000	1,470,081	12,200,000	80,674,426	50,291,629	1,144,700	19,800,000	118,310,754
Colorado	1936	2,309,943	4,035,587	109,493		6,455,024	3,719,593	94,965	505,000	9,764,881
Connecticut	1936	8,446,815	12,153,000	308,357	8,250,000	12,658,171	11,715,000	168,958	5,250,000	19,292,130
Delaware	1937		2,801,683	21,717		2,823,400	1,658,631	41,616	225,000	4,296,647
District of Columbia	1936	3,525,048	5,177,940	141,647	825,000	8,022,634	4,352,191	113,619	1,200,000	11,288,444
Florida	1937		6,995,821	57,707		7,053,528	4,165,000	103,810	175,000	11,147,338
Georgia	1937		10,767,193	91,905		10,859,098	5,600,000	158,245	1,000,000	15,617,343
Hawaii	1937		2,148,538	16,078		2,164,616	1,365,119	32,962	40,000	3,522,696
Idaho	1936	904,010	1,596,933	44,153		2,545,097	1,522,147	36,277	1,350,000	2,753,521
Illinois	1937		84,314,014	464,423		84,778,436	50,030,000	1,206,625		136,075,062
Indiana	1936	14,058,453	15,135,804	544,967	2,500,000	27,239,223	14,044,928	206,013	17,000,000	24,588,164
Iowa	1936	2,736,610	7,000,000	163,113		9,919,723	5,000,000	128,390	4,500,000	10,548,113
Kansas	1937		7,122,280	78,795		7,201,076	4,302,972	108,490	450,000	11,162,538
Kentucky	1936	2,510,460	10,682,000	219,048		13,411,508	8,126,000	196,370	400,000	21,333,878
Louisiana	1936	3,824,169	7,475,000	176,949	1,750,000	9,726,119	6,375,000	135,030	3,675,000	12,561,149
Maine	1936	1,860,890	3,050,000	72,428	2,700,000	2,283,318	2,930,000	28,115	2,610,000	2,631,433
Maryland	1936	3,016,920	9,800,000	181,964	6,300,000	6,698,883	9,050,000	98,148	5,700,000	10,147,031
Massachusetts	1936	18,869,145	32,300,000	888,931	15,000,000	44,058,076	28,700,000	581,241	15,600,000	57,739,317
Michigan	1936	13,131,615	47,986,260	615,648		62,033,523	25,538,141	586,345	48,500,000	39,958,010
Minnesota	1936	4,729,730	11,700,000	231,689	5,500,000	11,161,419	10,550,000	159,228	4,500,000	17,370,648
Mississippi	1936	2,107,597	53,114	650,000		2,657,293	1,718,100	34,903	1,343,000	3,067,196
Missouri	1937		24,094,668	148,020		24,242,698	14,400,000	362,500	500,000	38,505,207
Montana	1937		3,050,697	33,037		3,083,734	2,200,000	48,281		5,332,015
Nebraska	1937		4,801,136	37,824		4,838,950	3,054,000	73,953	350,000	7,616,912
Nevada	1937		1,028,946	12,085		1,041,031	704,374	15,711	150,000	1,611,115
New Hampshire	1936	2,300,139	3,054,871	80,463	2,070,000	3,371,473	2,018,196	42,163	1,390,000	4,041,833
New Jersey	1936	16,635,415	27,176,000	722,522		44,533,937	32,433,000	676,666	3,000,000	74,643,003
New Mexico	1936	654,159	975,000	28,702		1,657,861	1,180,000	25,987	200,000	2,633,848
New York	1936	56,663,175	90,800,000	2,184,506	50,000,000	99,647,681	92,580,000	1,444,269	50,000,000	143,671,950
North Carolina	1936	5,553,856	8,255,000	206,068	5,575,000	8,438,923	7,964,000	102,316	4,750,000	11,755,239
North Dakota	1937		1,263,116	13,136		1,276,252	715,142	18,984	105,000	1,905,377
Ohio	1936	17,119,822	52,102,364	1,173,459		70,395,645	30,488,444	1,019,333	2,000,000	108,903,423
Oklahoma	1936	3,527,980	6,080,000	156,612		9,764,592	4,125,000	139,565	1,263,000	12,766,157
Oregon	1936	3,351,297	5,184,881	119,390	4,000,000	4,655,568	4,418,146	62,677	3,200,000	5,936,391
Pennsylvania	1936	38,004,191	65,522,000	1,527,736	38,500,000	66,553,926	53,810,000	783,961	44,000,000	77,147,486
Rhode Island	1936	4,505,597	7,207,179	155,047	6,800,000	5,067,824	5,371,123	67,579	3,355,000	7,151,525
South Carolina	1936	2,517,666	3,525,000	103,101		6,145,797	2,850,000	84,717	1,000,000	8,080,514
South Dakota	1936	473,368	870,000	23,673		1,367,040	870,000	20,937	100,000	2,167,977
Tennessee	1936	3,818,051	6,620,000	158,401	3,500,000	7,096,452	6,280,000	89,418	3,650,000	9,815,870
Texas	1936	10,658,749	18,810,000	462,744	4,200,000	25,731,494	14,954,000	354,756	7,700,000	33,340,250
Utah	1936	1,122,597	2,190,000	48,291	1,725,000	1,635,888	1,980,000	23,593	1,180,000	2,459,482
Vermont	1936	660,645	1,273,729	29,271	575,000	1,388,645	1,002,206	19,538	375,000	2,035,389
Virginia	1936	4,321,153	7,475,000	183,337	2,950,000	9,029,490	7,225,000	118,955	3,550,000	12,823,446
Washington	1937		12,975,603	134,744		13,110,347	6,725,000	192,182	1,215,000	18,812,499
West Virginia	1936	3,612,222	10,078,000	176,815	8,600,000	5,267,038	6,401,000	62,027	4,410,000	7,320,065
Wisconsin	1934	23,258,176	15,406,156	709,282	6,100,000	33,273,614	11,012,654	430,020	5,550,000	39,166,288
Wyoming	1937		1,632,468	17,770		1,650,237	1,040,000	24,925	250,000	2,465,162

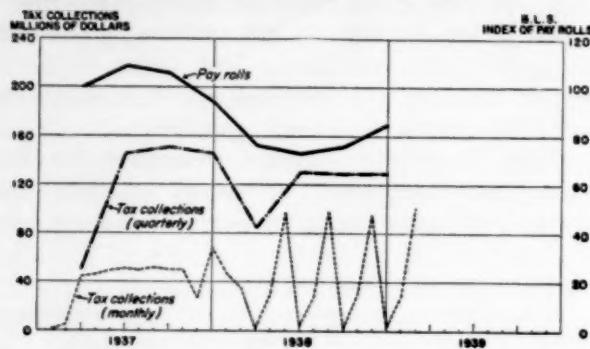
¹ Contributions payable under State unemployment compensation laws. Contributions from employers are collectible in 11 States; in addition, the following States require employee contributions on wages earned: Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, Rhode Island. (Employee contributions in Massachusetts have been suspended for the period July 1, 1938-June 30, 1939.)

² Represents withdrawals since Jan. 1, 1938, except in the case of Wisconsin, which had made withdrawals prior to that date.

³ Interest is credited at the end of each quarter of the fiscal year.

Source: Computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Chart I.—Tax collections under title VIII compared with the Bureau of Labor Statistics index of factory pay rolls, January 1937 to February 1939



rolls. The points plotted for the index of factory pay rolls are the averages for the 3 months in each quarter.

As can be seen in the chart, the tax collections under title VIII are beginning to follow a definite pattern and the quarterly averages to correspond to other indexes of business conditions. Tax receipts under the Social Security Act will, in the future, become an important indicator of business conditions, although possible changes in coverage and changes in the tax rate will always have to

be taken into consideration. The sharp drop in the first quarter of 1938 is due chiefly to the change to quarterly reporting. Tax receipts in this quarter were based on pay rolls for 2 months—November and December 1937. The important influence which the volume of pay rolls, represented by the index, has on the volume of collections going into the Treasury from covered industries is quite evident from the chart. Throughout the year 1938 both the Bureau of Labor Statistics index of factory pay rolls and the collections under title VIII were at a lower level than in the previous year. Since collections are based on the pay rolls of the preceding quarter, there is a lag between the pay-roll index and the collections. Therefore, because of the rise in the index of pay rolls during the last quarter of 1938, it is reasonable to expect a considerable increase in the collections during the first quarter of 1939. Collections received during January and February of this year seem to bear out this conclusion.

Table 8 shows the amount of checks issued to each State under eight programs, including the three programs administered by the Department of Labor and the public-health program adminis-

Table 4.—Status of the old-age reserve account, by months, January 1937–February 1939

Month	Appropriation balance on first of month ¹	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Benefit payments	Cash with disbursing officer at end of month
1937							
January	\$265,000,000	\$45,000,000		\$45,000,000		0	0
February	220,000,000	45,100,000		45,000,000	\$100,000	0	\$100,000
March	174,900,000	45,000,000		45,000,000		0	100,000
April	129,900,000	45,000,000		45,000,000		\$230	96,770
May	84,900,000	45,000,000		45,000,000		7,065	92,705
June	39,900,000	39,900,000	\$2,261,811	42,100,000		19,674	73,031
July	500,000,000	42,000,000	(7)	41,000,000	\$1,061,811	46,357	1,088,485
August	458,000,000	41,000,000		41,000,000		108,081	950,404
September	417,000,000	41,000,000		41,000,000		99,472	880,932
October	376,000,000	41,000,000		41,000,000		169,349	711,583
November	335,000,000	41,000,000		41,000,000		263,973	447,610
December	294,000,000	43,000,000		41,000,000	2,000,000	302,275	2,145,335
1938							
January	251,000,000	41,000,000		41,000,000		581,005	1,564,330
February	210,000,000	41,000,000		41,000,000		602,216	962,115
March	169,000,000	43,000,000		41,000,000	2,000,000	736,133	2,225,982
April	126,000,000	10,800,000		10,800,000	3-23	841,022	1,384,936
May	115,200,023	2,200,000		0	\$2,196,921	823,297	2,761,560
June	113,000,102	0	15,412,233	15,400,000	3-57	830,883	1,930,620
July	473,012,391	38,000,000		38,000,000	3-134	779,513	1,150,973
August	455,012,525	38,000,000		33,000,000	\$4,999,733	826,495	5,324,211
September	397,012,792	33,000,000		33,000,000	3-547	853,255	4,470,409
October	364,013,339	32,000,000		32,000,000	3-82	1,073,918	3,396,410
November	332,013,421	32,000,000		32,000,000	3-215	1,023,045	2,373,149
December	300,013,636	32,000,000		32,000,000	3-219	1,077,369	1,295,561
1939							
January	268,013,855	37,000,000		32,000,000	\$4,999,753	1,121,312	5,174,002
February	231,014,102	50,000,000		50,000,000	3-81	1,155,340	4,018,582
Cumulative to Feb. 28		181,014,182	944,000,000	17,674,044	944,300,000	17,359,861	13,341,280
4 On the books of the Bookkeeping and Warrants Division of the Treasury Department. \$265 million was appropriated to the old-age reserve account for the fiscal year 1936-37, \$500 million for the fiscal year 1937-38, and \$360 million for the fiscal year 1938-39. See footnote 3 below for explanation of additions to appropriation.							
5 \$61,810.97 of the interest earned during the first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to the disbursing officer.							
6 Collections of improper payments made to claimants have been deducted and transferred to the appropriations.							

Source: Computed from data furnished by the Daily Treasury Statements.

tered by the Treasury Department. Table 9 shows the advances authorized and certified by the Social Security Board for public assistance, while table 10 shows the advances authorized and certified for the administration of unemployment compensation and employment services.

Government Trust Funds

In the recent hearings before the Ways and Means Committee,¹ attention has been called again to the fact that the procedures adopted in

¹ See the article entitled "Financing Old-Age Insurance," by Eleanor L. Dulles, pp. 19-23.

Table 5.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts, fiscal years 1937-38 and 1938-39, and cumulative to Feb. 28, 1939 ¹

[In thousands]

Internal revenue collection districts in—	Collections in the fiscal year 1937-38			Collections in the fiscal year 1938-39 to Feb. 28, 1939			Cumulative collections to Feb. 28, 1939		
	Total, titles VIII and IX	Under title VIII ²	Under title IX ²	Total, titles VIII and IX	Under title VIII ²	Under title IX ²	Total, titles VII and IX	Total, titles VII and IX	Under title VIII ²
								Under title VIII ²	Under title IX ²
All States	\$600,678.0	\$510,550.6	\$90,127.3	\$474,973.6	\$388,453.7	\$86,519.9	\$1,331,832.8	\$1,097,345.7	\$234,487.1
Alabama	4,149.9	3,646.6	503.3	3,387.2	2,770.1	617.1	9,185.2	7,836.9	1,348.2
Arizona	968.4	898.6	89.9	772.5	661.8	110.8	2,173.7	1,927.1	246.6
Arkansas	1,669.2	1,373.3	295.9	1,285.3	1,100.9	184.4	3,840.0	2,983.0	857.1
California (2 districts)	34,706.8	30,970.5	3,736.3	30,065.4	25,500.6	4,555.8	78,082.2	67,903.1	10,179.1
Colorado	3,505.1	3,137.5	367.6	2,843.1	2,411.3	431.8	7,632.0	6,657.7	974.4
Connecticut	11,456.5	10,019.2	1,437.3	9,107.6	7,561.0	1,636.6	25,451.5	21,683.4	3,768.6
Delaware	3,407.9	2,840.3	567.6	2,469.0	2,028.8	440.2	7,475.6	5,998.9	1,476.7
Florida	4,027.9	3,288.3	739.6	3,198.9	2,707.6	401.3	9,587.7	7,303.8	2,193.8
Georgia	5,937.9	4,674.3	1,263.6	4,736.2	3,862.4	873.8	14,103.5	10,511.8	3,591.9
Hawaii	1,203.1	973.6	229.5	1,007.6	850.1	157.5	2,913.0	2,204.9	708.1
Idaho	1,063.1	964.2	98.9	854.1	738.6	115.6	2,308.8	2,043.3	265.5
Illinois (2 districts)	61,001.8	47,840.0	13,161.8	43,791.8	36,173.9	7,617.9	137,088.2	102,990.1	34,098.2
Indiana	10,020.9	8,927.1	1,093.8	8,425.6	7,039.6	1,385.6	22,597.9	19,599.3	2,998.6
Iowa	5,009.3	4,510.9	408.4	4,457.8	3,751.5	706.3	11,421.5	9,907.3	1,514.2
Kansas	3,192.1	2,430.0	762.1	2,394.9	1,933.1	461.9	7,327.5	5,295.9	2,031.6
Kentucky	4,573.3	3,884.3	689.1	3,817.0	2,989.2	827.8	10,212.6	8,322.7	1,889.9
Louisiana	4,152.1	3,687.6	464.5	3,664.3	3,055.1	609.2	9,408.2	8,100.1	1,299.1
Maine	2,342.0	2,090.2	242.8	1,971.4	1,666.4	303.0	5,203.2	4,553.3	649.9
Maryland (including District of Columbia)	10,357.1	8,813.3	1,543.8	8,859.0	7,101.0	1,758.0	23,386.8	19,336.1	4,050.7
Massachusetts	26,044.4	22,882.8	3,161.6	21,335.2	17,636.2	3,669.0	58,298.8	49,874.6	8,424.2
Michigan	36,955.6	33,023.0	3,932.7	25,858.1	21,373.2	4,485.0	76,928.2	66,748.7	10,179.5
Minnesota	8,999.5	7,615.7	1,383.8	7,406.6	6,102.1	1,304.5	20,108.6	16,507.5	3,601.1
Mississippi	1,356.1	1,233.2	122.9	1,159.0	992.9	166.1	2,994.5	2,632.5	341.9
Missouri (2 districts)	17,224.0	13,141.1	4,082.9	12,992.2	10,649.9	2,342.3	39,620.1	29,146.6	10,473.5
Montana	1,147.9	953.2	194.7	877.9	764.9	113.0	2,506.3	2,045.8	550.5
Nebraska	3,185.2	2,412.2	773.0	2,399.3	1,965.1	434.2	7,248.1	5,232.8	2,015.3
Nevada	697.6	586.0	111.5	338.9	262.6	76.3	1,446.2	1,135.2	311.0
New Hampshire	1,489.1	1,349.4	139.6	1,333.9	1,145.8	188.1	3,454.2	3,061.5	392.7
New Jersey (2 districts)	20,841.7	18,508.2	2,733.6	17,060.6	14,345.5	2,715.1	45,484.7	39,328.8	6,156.0
New Mexico	591.5	547.4	44.1	491.0	426.1	64.9	1,297.8	1,170.1	127.7
New York (6 districts)	136,414.3	109,763.0	26,651.3	110,466.6	85,514.9	24,953.6	303,353.7	238,494.1	64,859.7
North Carolina	6,599.4	5,856.8	742.6	5,645.4	4,738.6	906.9	14,894.4	12,876.5	2,017.9
North Dakota	508.9	445.6	63.3	445.2	390.5	54.8	1,230.4	1,002.5	227.9
Ohio (4 districts)	39,975.0	35,265.0	4,710.0	30,001.9	24,873.9	5,128.0	86,592.5	74,501.0	12,001.5
Oklahoma	5,645.6	5,049.0	594.5	4,492.4	3,845.0	647.4	12,293.3	10,677.8	1,615.5
Oregon	3,697.6	3,304.2	393.3	3,142.1	2,674.4	467.7	8,242.2	7,172.7	1,069.5
Pennsylvania (3 districts)	57,629.1	51,119.7	6,509.4	43,671.0	36,308.7	7,362.3	124,755.4	107,835.7	16,919.7
Rhode Island	3,871.4	3,832.6	33.2	3,148.8	2,619.9	528.9	8,743.1	7,932.6	810.5
South Carolina	2,760.9	2,574.4	186.5	2,223.7	1,865.6	358.1	6,031.3	5,373.3	637.9
South Dakota	550.9	542.3	8.6	479.5	427.6	51.8	1,248.6	1,162.8	85.9
Tennessee	5,219.6	4,552.8	666.8	4,415.1	3,639.0	776.1	11,738.1	9,962.2	1,775.9
Texas (2 districts)	13,830.5	12,370.5	1,460.0	11,830.3	9,585.8	2,244.6	30,539.6	26,220.2	4,310.4
Utah	1,362.7	1,230.4	132.3	1,147.0	974.2	172.8	3,052.8	2,667.5	385.2
Vermont	955.3	849.7	105.7	801.5	669.6	131.9	2,142.0	1,856.9	285.1
Virginia	5,461.6	4,753.9	707.8	4,919.7	4,026.3	893.4	12,531.2	10,534.5	1,966.7
Washington (including Alaska)	7,354.6	6,015.3	1,330.3	5,590.7	4,760.6	830.1	16,801.9	12,881.5	3,920.4
West Virginia	5,107.5	4,583.6	523.9	3,975.9	3,369.6	606.2	11,133.3	9,783.3	1,350.0
Wisconsin	11,874.3	10,730.6	1,143.7	9,683.7	8,207.8	1,475.9	26,335.0	23,205.7	3,129.2
Wyoming	563.9	474.9	89.1	439.9	383.4	56.5	1,297.3	1,034.2	263.1

¹ These data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore are slightly different from the tax figures shown in table 2, which are based on Daily Treasury Statements. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. An amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

² "Taxes on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment as defined in sec. 807 of the Social Security Act, payable by employers only. The sums here represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of the period to which these figures apply, employers were not able to claim these credits in some States whose unemployment compensation laws had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

creating the old-age reserve account and the unemployment trust fund have been familiar in Treasury operations for several decades. Although there are some slight differences which characterize certain of the trust funds, the manner of investment and the way in which the funds are handled is substantially the same in all cases and is similar to that in use in connection with the old-age reserve account. The Social Security Bulletin for June 1938 (page 89) and for January 1939 (page 66) gave the financial status of these funds and indicated the nature of their holdings. Further comment on their operations is pertinent to current discussion of the handling of the two social security funds.

Trust or special funds have usually been established under various Federal statutes which make prior financial provision for future expenditures or which relate to the administration of earmarked revenues such as gifts and bequests. The Treasury operations in connection with these funds differ somewhat, depending upon the specific statutory provisions with respect to the following: (1) appropriations and revenues of the fund, (2) authorization of expenditures from the fund, (3) determination of cash requirements, and (4) deter-

mination of investments. Estimates of required appropriations may be prepared either by the Treasury or by the agencies or departments administering the programs. Authorization of payments is almost universally the function of the administrative agency and not of the Treasury. The Secretary of the Treasury or the Treasurer, however, is usually responsible for the determination of the portion of funds to be carried in cash for current payments and is authorized to invest such portions of the fund as are not required to meet current withdrawals.

The types of securities which may be acquired for investment purposes are specified by law. Legal investments usually are restricted to either United States Government obligations or obligations guaranteed as to both principal and interest by the United States. Some funds, however, such as the United States Government life insurance fund and Canal Zone retirement and disability fund may be invested in Federal farm-loan bonds. A few of the trust funds which administer gifts and bequests, for example, the Library of Congress trust fund and the National Park trust fund, may be invested in other types of securities.

Table 6.—Estimated net tax collections or appropriation for reserve, interest on reserve, Federal contributions, benefit payments, and total reserve under the plan proposed by the Committee on Economic Security and under the Social Security Act, by years¹

[In millions]

Year	Committee on Economic Security ²					Social Security Act ³			
	Net tax collections ⁴	Interest on reserve	Federal contributions	Benefit payments ⁵	Reserve, end of year	Appropriation for reserve ⁶	Interest on reserve	Benefit payments ⁵	Balance in reserve
1937	\$302.9	\$0.0	\$0.0	\$0.7	\$302.3	\$255.5	\$0.0	\$1.9	\$253.7
1938	306.0	9.1	0.0	2.0	615.3	513.5	7.6	7.2	767.5
1939	308.9	18.4	0.0	3.3	939.3	518.5	23.0	14.5	1,209.5
1940	312.0	28.1	0.0	4.8	1,274.7	662.2	38.8	22.0	1,973.6
1945	672.3	122.4	0.0	268.0	4,606.4	1,137.0	173.0	191.2	6,882.9
1950	1,073.3	230.3	0.0	683.6	8,293.9	1,783.3	371.5	505.5	14,081.7
1955	1,520.0	345.3	0.0	1,318.9	12,058.0	1,861.2	615.8	887.8	22,115.7
1960	1,979.2	437.9	0.0	2,100.4	14,912.4	1,939.1	844.2	1,379.9	29,543.9
1965	2,058.3	458.0	165.7	2,682.0	15,266.7	2,016.9	1,040.9	1,844.0	35,808.5
1970	2,137.5	458.0	632.8	3,228.3	15,266.7	2,094.8	1,210.9	2,303.5	41,366.7
1975	2,216.7	458.0	1,034.3	3,708.9	15,266.7	2,172.7	1,341.8	2,872.1	45,368.3
1980	2,216.7	458.0	1,478.7	4,153.3	15,266.7	2,180.5	1,406.0	3,511.3	46,942.7

¹ Both plans call for a combined employer-employee tax; the schedules of rates, however, differ as follows:

Year	Social Security Act (percent)	Year	Committee on Economic Security (percent)
1937-39	1	1937-41	2
1940-42	2	1942-46	3
1943-45	3	1947-51	4
1946-48	4	1952-56	5
After 1948	5	After 1956	6

The Social Security Act excludes contributions from agricultural and casual laborers and domestic servants in private homes; these employments were included in the estimates of the Committee on Economic Security. The Social Security Act also excludes contributions on earnings of more than \$3,000 in any taxable year from any 1 employer, whereas the Committee's proposals excluded contributions of nonmanual workers earning more than \$250 per month.

² Estimated by the Committee on Economic Security. *Social Security in America*, p. 212.

³ Tax collections less administrative expenses.

⁴ The method of computing benefits as provided for in the Social Security Act differs from that proposed by the Committee on Economic Security.

⁵ Estimated by the Senate Committee on Finance. See *Senate Report 616*, 74th Cong., p. 9.

⁶ Corresponds approximately to estimated tax collections less administrative expenses.

To illustrate the similarity between other trust funds and those created by the Social Security Act, the statutory provisions covering the establishment and investment of two trust funds may be cited. The act of 1924 creating the "United States Government Life Insurance Fund" includes the following provisions:²

"All premiums paid on account of insurance * * * shall be deposited and covered into the Treasury to the credit of the United States Government life insurance fund and shall be available for the payment of losses, dividends, refunds, and other benefits provided for under such insurance * * *. Payments from this fund shall be made upon and in accordance with awards by the director.

"The bureau is authorized to set aside out of the fund so collected such reserve funds as may be required, under accepted actuarial principles, to meet all liabilities under such insurance; and the Secretary of the Treasury is authorized to invest and reinvest the said United States Government life insurance fund, or any part thereof, in interest-bearing obligations of the United States or bonds of the Federal farm-loan banks and to sell said obligations of the United States or the bonds of the Federal farm-loan banks for the purposes of such fund."

The same year the foreign service retirement and disability fund was established, and the following provision was made for investment of the funds:³

"The Secretary of the Treasury is directed to invest from time to time in interest-bearing securities of the United States such portions of the Foreign Service retirement and disability fund as in his judgment may not be immediately required for the payment of annuities, refunds, and allowances, and the income derived from such investments shall constitute a part of said fund."

Table 7 shows the securities held as investments by the larger of the governmental trust funds and also by certain governmental corporations and agencies. The Government securities held by these trust funds and agencies represented about 13 percent of the total interest-bearing public debt on February 1, 1939.

As indicated in the table, all the investments of the old-age reserve account and unemployment

trust fund as well as of the civil service retirement and disability fund, the railroad retirement account, the Canal Zone retirement and disability fund, the foreign service retirement and disability fund, the Alaska Railroad retirement and disability fund, and adjusted service certificate fund were in the form of special series of direct Government obligations. Eleven series of special issues of Government obligations were outstanding on February 1, amounting to \$2.8 billion, 93 percent of which were held by those trust funds invested exclusively in special series.

Rate of Increase of Title VIII Tax

Among the matters receiving consideration in the hearings before the House Ways and Means Committee is the rate of stepping up pay-roll taxes. Title VIII of the Social Security Act requires a combined employer-employee tax of 2 percent in 1937, 1938, and 1939; 3 percent in 1940, 1941, and 1942; 4 percent in 1943, 1944, and 1945; 5 percent in 1946, 1947, and 1948; and 6 percent thereafter. The rate proposed by the President's Committee on Economic Security was a combined employer-employee tax of 1 percent for the first 5 years; 2 percent in the second 5 years; 3 percent in the third 5 years; 4 percent in the fourth 5 years; and 5 percent thereafter. The latter proposal, in other words, required a more gradual increase in tax rates and a lower ultimate maximum. Suggestions outlined in Secretary Morgenthau's statement of March 24 (see pages 19-23 of this issue of the Bulletin) are intermediate between these two schedules.

Table 6 shows the differences in contributions, interest on the reserve, and size of the reserve resulting from the application of the schedule of tax step ups as proposed by the Committee on Economic Security and as provided in the Social Security Act. The two estimates differ not only in the tax provisions but also in the method of computing benefits and in coverage. The Social Security Act exempts certain employments covered under the Committee on Economic Security proposal, among which are agricultural labor, domestic service in a private home, and casual labor. The act also exempts wages and salaries of over \$3,000 received from any one employer in a calendar year, while the Committee on Economic Security proposed that nonmanual workers earning in excess of \$250 a month be exempted.

² 43 Stat. 612.

³ Ibid. 144.

The major difference between the two plans was that the Committee on Economic Security proposed a reserve of \$15 billion by 1965 and thereafter along with a Federal subsidy, while the estimates made in connection with the Social Security Act indicated a reserve of \$47 billion by 1980. The Federal contribution proposed by the Committee on Economic Security was to begin with a \$165.7 million contribution in 1965 and to rise to a \$1,478.7 million contribution in 1980.

The interest on the reserve was calculated at \$458.0 million in 1965 and thereafter. Under the Social Security Act no direct Federal subsidy was contemplated; the interest on the reserve was estimated at \$1,040.9 million in 1965 and \$1,406.0 million by 1980.

General Economic Conditions

Business activity during February continued the expected reaction from the sharp rise of recent

Table 7.—Securities held as investments in trust funds and in accounts of certain governmental corporations and agencies on dates indicated¹

[In thousands]

Fund or agency	Total securities	Government securities		Government-guaranteed securities	Other securities ²
		Total	Special issues		
Total	\$6,382,478	\$5,145,534	\$2,762,646	\$320,107	\$916,837
As of Feb. 1, 1939					
Retirement and social security funds, total	2,568,797	2,566,944	2,559,446	105	1,748
Unemployment trust fund ³	1,074,000	1,074,000	1,074,000		
Old-age reserve account	944,300	944,300	944,300		
Civil service retirement and disability fund	456,000	456,000	456,000		
Railroad retirement account	77,200	77,200	77,200		
D. C. teachers' retirement fund ⁴	7,917	6,128		95	1,694
Canal Zone retirement and disability fund ⁵	3,924	3,924	3,924		
Foreign service retirement and disability fund	3,490	3,490	3,490		
Comptroller of the Currency employees' retirement fund	1,243	1,243			
Alaska Railroad retirement and disability fund	532	532	532		
Longshoremen's and harbor workers' compensation fund ⁶	170	117		10	43
D. C. workmen's compensation fund	21	10			11
Miscellaneous trust and special funds, total	926,248	883,874	31,200	80	42,294
U. S. Government life-insurance fund ⁷	823,831	781,832	8,700		41,909
Individual Indian trust funds	42,569	42,468		80	21
Alien Property Custodian fund	31,010	31,010			
Adjusted service certificate fund	22,500	22,500	22,500		
German special deposit account	3,957	3,957			
General post fund, Veterans' Administration	1,068	1,067			1
District of Columbia water fund	736	736			
Pershing Hall memorial fund	198	198			
National Institute of Health gift fund	83	83			
National Park trust fund ⁸	12	12			
Alaskworth Library fund, Walter Reed General Hospital	10	10			
Library of Congress trust fund ⁹	274	1			273
As of Jan. 31, 1939					
Agencies, funds, and corporations with financial or investment functions, total	2,887,433	1,694,716	172,000	319,922	872,705
Postal Savings System ¹⁰	1,129,589	962,755	57,000	166,834	
Federal Deposit Insurance Corporation ¹¹	379,094	379,094	115,000		
Federal intermediate credit banks	74,290	74,290			
Federal land banks	65,629	65,629			
Banks for cooperatives	94,232	63,837		23,495	6,900
Reconstruction Finance Corporation	48,020	48,020			
Federal home-loan banks	46,104	38,161		7,943	
Mutual mortgage insurance fund and housing insurance fund ¹²	19,686	19,686			
Production credit corporations	46,168	16,228		3,713	26,227
Federal Savings and Loan Insurance Corporation ¹³	115,377	11,110		104,267	
Production credit associations	88,080	6,339		6,768	74,973
Inland Waterways Corporation ¹⁴	3,487	3,487			
Joint-stock land banks ¹⁵	8,977	2,055		6,897	25
Panama Canal Zone funds ¹⁶	2,145	1,850		5	290
Home Owners' Loan Corporation	1,100	1,100			
U. S. Housing Authority	950	950			
U. S. Spruce Production Corporation	125	125			
Federal Farm Mortgage Corporation	764,380				764,380

¹ All trust funds may be invested in Government and Government-guaranteed securities, and certain funds may be invested also in additional securities as indicated.

² Consists principally of Federal farm-loan bonds and Federal intermediate credit banks debentures.

³ Data from Daily Treasury Statement.

⁴ No limitations upon investments.

⁵ May be invested in Federal farm-loan bonds.

⁶ As of Feb. 1, 1939.

⁷ Latest figures available.

Source: U. S. Treasury Department press release, Mar. 1, 1939, and Daily Treasury Statements, Jan. 31 and Feb. 1, 1939.

months. The Federal Reserve Board index of industrial production, adjusted for seasonal variation, dropped 3 points from 101 in January to 98 in February. The component parts of this index

Table 8.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1937-38, and in the fiscal year 1938-39 to Feb. 28, 1939¹

[In thousands]

State	Fiscal year 1937-38, total grants	Fiscal year 1938-39 to Feb. 28, 1939								Treasury Department	
		Social Security Board				Department of Labor					
		Total grants	Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration ²	Maternal and child health services ³	Services for crippled children ⁴	Child-welfare services ⁵		
Total, all participating States	\$274,956.9	\$215,142.5	\$140,721.9	\$21,173.0	\$3,607.6	\$38,109.3	\$2,545.6	\$2,245.2	\$1,111.4	\$5,627.4	
Alabama	2,599.9	1,825.9	696.0	293.6	20.5	471.6	79.0	56.5	33.2	175.5	
Alaska	252.8	206.1	115.5	(*)	(*)	24.4	31.3	4.0	4.0	26.9	
Arizona	1,417.3	1,352.5	793.9	212.4	30.7	195.7	43.1	21.2	14.3	41.2	
Arkansas	1,804.9	1,073.3	472.9	93.2	14.8	227.4	60.8	83.1	23.7	107.5	
California	25,545.7	19,652.4	15,007.9	1,145.7	748.9	2,405.6	63.0	54.9	20.0	216.4	
Colorado	6,494.2	5,037.9	4,199.0	394.9	79.5	244.8	22.6	40.9	14.0	42.2	
Connecticut	3,845.4	2,663.8	1,646.7	(*)	11.8	872.7	41.6	9.4	10.8	71.0	
Delaware	496.3	359.2	109.3	44.8	(*)	143.0	24.0	5.0	10.6	22.5	
District of Columbia	1,158.6	872.4	320.8	116.7	23.6	293.8	32.5	30.6	12.4	42.1	
Florida	2,918.4	2,727.1	2,018.1	100.5	117.8	314.1	38.3	20.1	17.2	101.0	
Georgia	2,340.6	2,458.4	1,248.0	299.5	55.6	452.4	102.2	66.0	42.9	101.8	
Hawaii	498.8	382.7	99.3	100.5	0	91.5	23.4	16.2	8.1	43.6	
Idaho	1,687.3	1,374.5	874.5	219.6	28.5	156.5	26.9	12.0	8.6	48.0	
Illinois	14,977.1	10,867.5	9,729.2	(*)	(*)	586.0	92.4	158.2	29.9	271.8	
Indiana	8,072.2	6,540.5	3,806.9	1,195.5	193.8	1,095.6	52.6	60.3	32.1	113.6	
Iowa	5,697.0	5,407.7	4,653.8	(*)	123.0	402.6	33.8	38.1	34.9	121.5	
Kansas	2,192.8	2,968.3	1,981.5	389.0	81.5	298.1	53.5	56.2	20.3	88.2	
Kentucky	2,844.2	2,285.3	1,576.2	(*)	(*)	381.4	71.1	63.4	33.1	189.9	
Louisiana	3,289.2	2,920.3	1,407.1	736.9	44.7	536.8	69.3	(*)	26.6	98.8	
Maine	1,452.7	1,850.0	1,147.6	147.0	133.4	307.8	23.7	26.0	16.6	48.1	
Maryland	3,943.2	2,818.9	1,275.3	698.2	53.8	592.6	48.8	39.9	19.4	91.1	
Massachusetts	15,083.4	12,901.7	9,361.7	1,050.1	112.0	2,137.5	61.5	59.4	5.6	173.9	
Michigan	10,128.7	9,817.7	5,978.3	1,065.3	53.7	2,380.9	55.6	60.0	20.8	181.1	
Minnesota	10,578.8	7,395.2	5,518.4	548.6	80.0	964.7	43.4	52.9	25.2	131.9	
Mississippi	1,060.1	1,059.7	585.4	(*)	8.7	224.7	59.8	23.5	22.5	133.3	
Missouri	7,090.6	4,780.6	3,305.9	390.1	(*)	791.3	77.2	60.5	30.8	124.9	
Montana	1,840.6	1,587.9	1,201.7	196.3	.9	68.5	28.6	38.5	15.2	38.2	
Nebraska	2,877.2	2,807.6	2,050.9	392.5	54.5	199.8	16.6	40.4	20.5	32.2	
Nevada	438.2	393.0	240.8	(*)	(*)	103.0	22.0	.6	8.3	18.3	
New Hampshire	1,100.8	769.3	415.9	39.2	26.7	226.4	19.7	7.3	5.1	29.1	
New Jersey	4,685.2	5,033.9	2,276.2	1,028.5	62.3	1,389.4	54.7	54.7	18.4	149.6	
New Mexico	729.1	533.4	179.1	87.7	11.4	122.4	52.3	19.7	7.2	63.7	
New York	20,117.0	21,162.8	11,073.8	2,964.0	225.3	6,273.7	126.5	92.9	40.1	366.6	
North Carolina	3,295.4	3,111.8	1,385.9	410.2	128.9	762.8	76.8	74.5	42.9	229.7	
North Dakota	1,088.4	870.8	582.3	129.3	4.8	97.5	20.3	22.0	14.7	0	
Ohio	18,575.8	12,459.6	9,371.3	1,000.0	316.4	1,304.8	71.2	104.6	40.1	242.2	
Oklahoma	5,788.9	4,833.4	3,514.5	496.2	116.0	413.0	66.7	67.1	45.1	115.9	
Oregon	3,201.8	2,473.4	1,697.3	164.4	48.1	436.2	39.0	15.1	16.6	56.8	
Pennsylvania	21,139.6	14,766.0	7,561.8	2,041.7	(*)	4,590.4	105.0	108.7	49.8	308.6	
Rhode Island	1,633.6	1,238.3	546.8	121.3	(*)	479.4	19.5	16.4	9.5	45.4	
South Carolina	1,729.8	1,707.1	931.9	215.1	34.4	326.2	78.2	45.7	25.6	150.0	
South Dakota	1,541.4	1,807.8	1,596.9	(*)	18.2	80.6	30.8	16.4	15.6	49.4	
Tennessee	3,080.9	2,760.6	1,250.2	545.0	90.9	585.4	55.8	33.7	33.4	166.2	
Texas	12,841.6	8,264.0	6,541.5	(*)	(*)	1,208.4	115.9	103.8	51.8	242.6	
Utah	2,570.6	1,896.7	1,337.1	245.2	24.7	180.5	34.2	20.2	9.8	45.0	
Vermont	874.2	586.3	319.6	30.7	10.8	136.0	30.4	14.2	11.9	32.7	
Virginia	1,179.6	1,371.4	416.7	63.5	41.7	541.4	66.2	68.2	30.7	143.1	
Washington	6,573.2	4,449.6	3,330.3	438.3	119.0	443.5	18.2	47.6	14.3	38.3	
West Virginia	3,594.3	2,448.1	1,071.8	416.4	53.4	734.2	23.0	31.9	20.5	96.9	
Wisconsin	7,296.2	5,775.5	3,793.0	846.1	185.7	725.3	43.9	52.0	26.6	102.8	
Wyoming	663.2	454.7	266.4	51.1	17.3	98.1	0.0	6.0	(*)	6.7	

¹ Checks issued by the Treasury Department during the given periods for Federal grants to States under the Social Security Act, not including Federal funds for vocational rehabilitation under title V, pt. 4, which are merged with other Federal funds provided for this purpose. For any given period, amounts reported in this table will differ from those reported in tables 9 and 10 showing amounts certified by the Social Security Board to the Secretary of the Treasury for payments to the States, since sums certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

² Includes grants certified by the Social Security Board for payment to States for employment service administration to meet the requirements of the unemployment compensation program; as of Feb. 28, 1939, such grants had been made to 50 States in which benefits were payable or were soon to become payable.

³ Administered by the U. S. Children's Bureau.

⁴ Administered by the U. S. Public Health Service.

⁵ No plan approved by the Social Security Board.

⁶ No plan approved by the Chief of the U. S. Children's Bureau.

Source: Amounts of grants computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table 9.—Federal grants to States for public assistance: Advances authorized and certified¹ by the Social Security Board to the Secretary of the Treasury for the first and second, third, and fourth quarters of the fiscal year 1938-39, as of Mar. 31, 1939²

[In thousands]

State	Advances authorized and certified by the Social Security Board as of Mar. 31, 1939, for direct assistance and administration of public assistance											
	Advances certified for first and second quarters of fiscal year 1938-39			Advances certified for third quarter of fiscal year 1938-39			Advances authorized for fourth quarter of fiscal year 1938-39			Advances certified for fourth quarter of fiscal year 1938-39		
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind
Total	\$99,892.4	\$14,706.8	\$2,482.5	\$53,339.9	\$7,527.3	\$1,344.3	\$25,392.9	\$3,376.0	\$896.4	\$10,382.9	\$1,222.7	\$323.7
Alabama	591.4	196.4	14.9	230.4	115.3	6.6	0	0	0	0	0	0
Alaska	78.0	(3)	(3)	37.5	(3)	(3)	0	(3)	(3)	0	(3)	(3)
Arizona	516.2	130.2	21.1	277.7	82.2	9.6	0	0	0	0	0	0
Arkansas	313.9	61.5	9.8	159.1	31.7	5.0	55.8	13.1	2.2	0	0	0
California	10,872.1	831.0	544.2	5,714.7	422.5	288.5	5,895.2	380.3	307.9	1,800.9	80.3	96.5
Colorado	2,695.1	256.8	53.0	1,503.9	138.1	26.5	601.9	57.9	10.7	601.9	57.9	10.7
Connecticut	1,224.4	(3)	7.0	635.8	(3)	4.7	0	(3)	0	0	(3)	0
Delaware	81.4	32.8	(3)	43.5	16.5	(3)	0	15.4	(3)	0	0	(3)
District of Columbia	241.6	100.8	16.3	116.9	32.5	9.3	128.2	36.6	9.4	40.2	4.7	3.1
Florida	1,321.0	75.1	67.5	808.3	25.4	50.3	495.0	7.9	33.8	215.6	0	14.9
Georgia	979.1	238.9	41.6	345.7	86.1	19.2	0	0	0	0	0	0
Hawaii	74.7	76.7	0	24.6	23.8	0	0	0	0	0	0	0
Idaho	571.7	137.4	19.4	302.9	82.1	9.1	304.2	83.0	10.4	0	0	0
Illinois	7,219.3	(3)	(3)	3,669.7	(3)	(3)	0	(3)	(3)	0	(3)	(3)
Indiana	2,716.5	860.3	134.2	1,489.5	440.5	74.4	1,571.0	440.3	78.4	398.2	110.4	25.6
Iowa	3,058.4	(3)	79.9	1,606.5	43.1	0	(3)	0	0	(3)	0	0
Kansas	1,312.4	261.1	49.0	672.0	128.0	32.5	199.2	44.0	9.4	199.2	44.0	9.4
Kentucky	1,170.6	(3)	(3)	576.4	(3)	(3)	194.1	(3)	(3)	194.1	(3)	(3)
Louisiana	598.4	484.8	27.4	508.7	252.1	17.3	479.5	242.3	15.7	151.0	83.8	5.1
Maine	768.6	98.5	91.7	378.9	48.5	41.8	386.4	49.0	44.7	130.9	16.2	14.4
Maryland	949.3	527.7	37.4	482.9	260.9	20.7	150.3	95.5	6.7	150.3	95.5	6.7
Massachusetts	6,038.5	678.7	72.6	3,253.7	371.4	39.4	3,396.2	390.4	40.6	1,120.5	130.1	13.5
Michigan	4,077.0	620.6	34.9	1,905.1	444.7	18.8	0	0	0	0	0	0
Minnesota	4,039.2	376.5	52.9	2,109.3	197.1	28.8	707.8	77.6	9.1	707.8	77.6	9.1
Mississippi	436.2	(3)	42.5	149.3	(3)	6.2	208.1	(3)	6.3	54.0	(3)	2.0
Missouri	3,575.8	390.1	(3)	1,978.6	97.8	(3)	733.1	0	(3)	0	0	(3)
Montana	802.3	133.1	0	400.5	63.2	.9	215.7	34.1	4.0	0	0	0
Nebraska	1,312.4	244.8	33.4	739.6	147.7	21.1	0	0	0	0	0	0
Nevada	160.1	(3)	(3)	93.1	(3)	(3)	0	(3)	(3)	0	(3)	(3)
New Hampshire	280.4	25.5	17.0	138.9	13.7	9.7	155.6	13.2	11.1	47.5	4.4	3.6
New Jersey	1,466.8	694.4	42.0	842.5	334.0	20.3	903.6	196.6	0	293.1	0	0
New Mexico	137.3	68.5	8.7	65.8	31.0	4.2	0	0	0	0	0	0
New York	7,280.8	2,072.2	135.3	3,829.1	891.8	90.1	1,228.5	287.3	94.9	1,228.5	287.3	28.4
North Carolina	928.7	282.9	81.4	457.1	127.3	47.6	140.0	41.7	14.2	140.0	41.6	14.2
North Dakota	433.1	64.9	8.1.7	219.7	64.4	3.1	79.6	17.4	3.8	0	0	0
Ohio	7,135.9	734.6	233.3	4,038.9	361.7	115.9	4,217.2	365.9	121.1	1,405.7	89.8	36.0
Oklahoma	1,841.0	262.1	73.0	1,761.1	186.6	52.0	608.2	69.5	15.4	0	0	0
Oregon	1,229.1	114.0	37.3	630.7	54.0	15.2	0	0	0	0	0	0
Pennsylvania	5,646.9	1,433.7	(3)	3,172.4	867.6	(3)	0	0	(3)	0	0	(3)
Rhode Island	363.7	80.4	(3)	188.5	41.0	(3)	0	0	(3)	0	0	(3)
South Carolina	692.4	174.2	29.3	139.4	40.9	5.0	80.8	0	4.6	0	0	0
South Dakota	1,074.0	(3)	10.7	525.4	(3)	7.5	0	(3)	0	(3)	(3)	0
Tennessee	1,639.0	412.0	67.1	448.6	190.8	38.0	439.6	194.0	0	0	0	0
Texas	4,837.0	(3)	(3)	2,470.6	(3)	(3)	817.3	(3)	(3)	817.3	(3)	(3)
Utah	935.7	163.1	17.4	401.4	82.1	7.3	0	0	0	0	0	0
Vermont	238.3	16.6	7.4	130.9	14.2	3.5	47.9	0	0	47.9	0	0
Virginia	204.2	31.1	29.8	212.6	32.3	11.9	0	0	0	0	0	0
Washington	2,451.0	314.9	91.8	1,310.9	190.3	43.4	0	0	0	0	0	0
West Virginia	804.5	295.5	40.3	382.6	155.5	18.7	393.5	140.6	20.1	96.9	19.8	5.6
Wisconsin	2,564.2	607.8	135.0	1,598.0	320.5	71.3	539.4	79.4	21.9	539.4	79.3	21.9
Wyoming	193.8	35.6	13.3	100.0	19.5	5.8	0	0	0	0	0	0

¹ Advances from Federal funds certified as of the given date by the Social Security Board for a specified quarter for direct assistance and administration of the specified types of public assistance under the Social Security Act. This table is not comparable to the tables showing the amount of obligations incurred for payments to recipients, which include payments to recipients from Federal, State, and local funds but do not include administrative expense.

² See *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), p. 75, for advances certified for public assistance for the fiscal year 1937-38.

³ No plan approved by the Social Security Board for the period covered in this column.

⁴ Advance certified for second quarter; no plan approved for first quarter.

⁵ Advance certified for second quarter; no advance certified for first quarter.

Source: Social Security Board, Bureau of Accounts and Audits.

Table 10.—Federal grants to States for administration of unemployment compensation laws and State employment services: ¹ Advances certified ² by the Social Security Board to the Secretary of the Treasury for the first, second, and third quarters of the fiscal year 1938-39 ³

[In thousands]

State	Advances certified by the Social Security Board as of Mar. 31, 1939, for—								
	Administration of unemployment compensation and employment services			Unemployment compensation administration			Employment service administration		
	First quarter	Second quarter	Third quarter ⁴	First quarter	Second quarter	Third quarter ⁴	First quarter	Second quarter	Third quarter ⁴
Total...	\$14,826.7	\$15,761.3	\$15,538.0	\$9,843.4	\$10,446.4	\$10,431.7	\$4,983.3	\$5,314.9	\$5,106.3
Alabama...	192.3	178.1	168.1	129.8	125.9	100.5	62.5	52.2	67.6
Alaska...	8.6	11.2	9.8	6.2	7.9	7.8	2.4	3.3	2.0
Arizona...	93.8	62.6	60.0	66.0	40.7	34.8	27.8	21.9	25.2
Arkansas...	92.6	113.3	68.9	51.3	77.9	55.0	41.3	35.4	13.9
California...	875.4	854.1	\$1,064.4	791.7	779.1	897.2	83.7	75.0	\$167.2
Colorado...	44.0	140.8	123.4	29.8	84.0	78.1	14.2	56.8	45.3
Connecticut...	425.3	304.7	\$202.7	335.9	233.5	\$211.5	89.4	51.2	\$81.2
Delaware...	53.0	66.2	46.2	33.8	42.3	39.4	19.2	23.9	6.8
District of Columbia...	105.1	116.3	\$114.4	69.4	70.9	\$72.6	35.7	45.4	\$41.8
Florida...	60.2	172.4	172.9	60.2	93.6	102.3	78.8	78.8	70.6
Georgia...	145.3	109.7	210.8	51.1	104.9	115.5	94.2	94.8	95.3
Hawaii...	27.8	45.6	38.9	27.8	40.1	35.7	—	5.5	3.2
Idaho...	87.4	52.6	55.5	64.0	40.8	37.0	23.4	11.8	18.5
Illinois...	197.1	240.1	326.4	197.1	240.1	223.8	—	—	102.6
Indiana...	534.3	365.1	465.4	372.8	264.1	325.1	161.5	101.0	140.3
Iowa...	193.0	161.2	\$137.2	136.1	110.6	\$74.7	56.9	50.6	\$62.5
Kansas...	97.8	155.7	117.6	54.0	104.6	104.4	43.8	51.1	13.2
Kentucky...	112.2	156.5	230.5	80.1	111.2	194.7	32.1	45.3	35.8
Louisiana...	224.3	207.5	192.8	150.3	134.0	125.4	74.0	73.5	67.4
Maine...	140.3	110.9	\$107.9	106.9	81.0	\$77.3	33.4	29.9	\$30.6
Maryland...	260.9	220.7	240.2	199.9	151.0	170.8	61.0	69.7	60.4
Massachusetts...	841.1	888.2	890.8	641.7	664.7	635.2	199.4	223.5	255.6
Michigan...	1,130.2	831.6	\$877.2	711.1	549.0	535.4	419.1	282.6	\$341.8
Minnesota...	380.5	400.4	338.6	263.5	281.3	228.9	117.0	119.1	109.7
Mississippi...	94.8	77.5	90.4	64.2	56.2	55.3	30.6	21.3	35.1
Missouri...	238.9	320.7	488.5	148.1	189.3	292.8	90.8	131.4	195.7
Montana...	29.7	26.7	29.7	29.7	26.7	29.7	—	—	—
Nebraska...	65.2	91.3	103.1	37.7	45.5	65.2	28.5	45.8	37.9
Nevada...	33.7	48.0	47.0	20.6	27.6	31.3	13.1	20.4	15.7
New Hampshire...	100.0	88.9	\$80.7	71.7	62.1	\$55.5	28.3	26.8	\$25.2
New Jersey...	394.5	717.2	654.3	225.5	475.8	493.2	169.0	241.4	161.1
New Mexico...	45.8	58.6	48.8	24.0	32.7	27.8	21.8	25.9	21.0
New York...	2,552.7	2,563.7	2,434.8	1,439.9	1,418.7	1,401.4	1,112.8	1,145.0	1,033.4
North Carolina...	309.4	293.3	288.4	250.5	230.3	209.1	58.9	73.0	79.3
North Dakota...	36.2	48.5	39.8	19.2	23.1	18.3	17.0	25.4	21.5
Ohio...	239.1	744.2	719.9	239.1	553.8	719.9	—	190.4	0
Oklahoma...	146.8	226.9	125.7	67.3	136.3	86.6	79.5	90.6	39.1
Oregon...	186.9	176.8	166.4	137.3	145.1	121.2	49.6	31.7	45.2
Pennsylvania...	1,859.7	1,939.9	1,673.9	992.9	1,142.8	910.6	866.8	797.1	763.3
Rhode Island...	190.6	188.6	166.9	167.1	155.6	148.8	23.5	33.0	18.1
South Carolina...	142.7	105.6	118.3	106.8	73.6	84.8	35.9	32.0	33.5
South Dakota...	21.2	42.0	39.5	21.2	26.1	24.9	—	15.9	14.6
Tennessee...	236.1	229.6	213.2	141.2	131.3	121.0	94.9	98.3	92.2
Texas...	428.9	517.6	\$538.3	229.0	254.7	\$263.7	199.9	262.9	\$274.6
Utah...	84.9	75.8	58.8	63.1	53.5	40.0	21.8	22.3	\$18.8
Vermont...	69.2	44.6	45.4	51.7	29.1	30.1	17.5	15.5	\$15.3
Virginia...	222.7	212.4	\$204.1	169.5	146.6	\$145.7	53.2	65.8	\$58.4
Washington...	117.5	228.1	226.8	52.3	116.7	160.2	65.2	111.4	66.6
West Virginia...	318.9	308.5	\$254.9	236.3	235.5	\$191.7	82.6	73.0	\$63.2
Wisconsin...	302.6	289.1	\$288.5	186.1	187.9	188.3	116.5	101.2	\$100.2
Wyoming...	34.5	41.7	41.3	20.9	26.6	31.5	13.6	15.1	9.8

¹ Advances from Federal funds certified by the Social Security Board for State employment service administration to meet the requirements of the unemployment compensation program; this table does not include grants by the U. S. Employment Service under the Wagner-Peyser Act or State or local appropriations to the employment service.

² Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation which is not necessarily the period in which the certification is made. All grants for the first and second quarters of the fiscal year 1938-39 have been certified; all grants for the third quarter of 1938-39 had been certified as of Mar. 31, with the exception of

\$83,600 of the sum authorized for employment service administration in California.

³ See *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), p. 71, for advances certified for administration of unemployment compensation and employment services for the fiscal year 1937-38.

⁴ Certain grants in these columns cover both the third and fourth quarters of 1938-39.

⁵ Grant covers both the third and fourth quarters of the fiscal year 1938-39.

Source: Social Security Board, Bureau of Accounts and Audits.

contributed to this fluctuation with declines of 3 points and 1 point in manufacturing and mining, respectively.

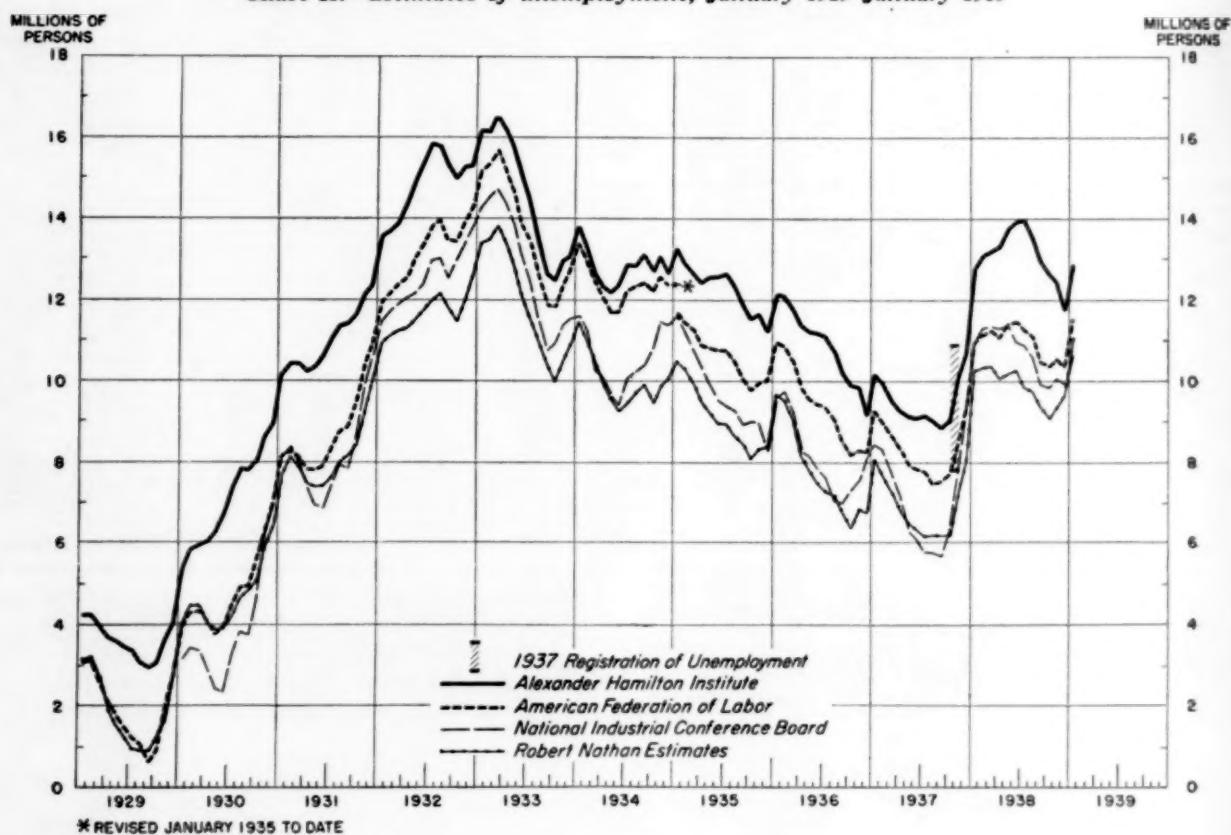
During the month of January the number of unemployed, as indicated by all four estimates presented in chart II, definitely increased. The Federal Reserve Board index of factory employment, adjusted for seasonal variation, declined from 91.7 in January to 91.3 in February. The Bureau of Labor Statistics index of factory pay rolls, unadjusted for seasonal variation, rose from 83.2 in January to 85.3 in February. The decrease in employment was apparent in both the durable and the nondurable goods industries, mainly as a result of declines in the automobile and the food-products industries. However, employment rose in the machinery industry. The Department of Commerce adjusted index of national income paid out and of compensation of employees also showed decreases in February as compared with January.

The Bureau of Labor Statistics index of wholesale prices remained stable at 76.9, whereas the index of retail prices of the Bureau of Labor Statistics declined from 77.5 in January to 76.8 in February. The daily average of Moody's spot commodity price index rose slightly, whereas both bond and stock prices declined during the same period.

The preliminary report, *Statistics of Income for 1937*, was released by the Treasury on February 28, 1939. The report gives statistics of individual income tax returns filed in the period January-August 1938.

As compared with the 1936 returns filed in the corresponding period of 1937, the total number of returns with net income increased by 16.8 percent, the number of taxable returns increased 17.5 percent, and the number of nontaxable returns 16.0 percent. The total net income increased \$2,145,189,386 and the net income on taxable returns increased \$1,203,502,858.

Chart II.—Estimates of unemployment, January 1929-January 1939



RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

GENERAL

Appraising the Social Security Program, edited by Isabel Gordon Carter. *Annals of the American Academy of Political and Social Science*, Philadelphia, Vol. 202 (March 1939), pp. 1-199.

This symposium on social security was "designed to set forth the work accomplished under the Social Security Act and to furnish a background for evaluation of proposed changes." The 23 articles are: Some Inherent Problems of Social Security, by J. Douglas Brown; Why We Need a Social Security Program, by Ewan Clague and Anne E. Geddes; Unemployment Compensation, by William Haber and J. J. Joseph; Various Government Provisions for the Unemployed, by Emmett H. Welch; An Appraisal of Services for the Unemployed, by Eveline M. Burns; Old-Age Assistance, by Alvin Roseman; Insurance Against Old-Age Dependency, by John J. Corson; Appraisal of American Provisions for Old-Age Security, by C. A. Kulp; Aid to Families With Dependent Children, by Jane M. Hoey; Child Welfare Services, by Mary Irene Atkinson; Appraisal of Social Security Provisions Affecting Children, by Paul T. Beisser; Assistance for the Blind, by Peter Kasius and C. E. Rice; Security for the Handicapped, by John A. Kratz; Health Security for Mothers and Children, by Katharine F. Lenroot; Health as an Element in Social Security, by George St. J. Perrott and Dorothy F. Holland; The Social Security Board and State Organizations, by Frank Bane; Administering Unemployment Compensation, by Walter Matscheck; State Administration of the Social Security Act, by V. O. Key, Jr.; Personnel Administration Under the Social Security Act, by Lewis Meriam; Taxing for Social Security, by Carl Shoup; Financing Old-Age Insurance, by Eleanor Lansing Dulles; Some Aspects of the Reserve Program, by M. Albert Linton; and Readings on Social Security, by Russell H. Kurtz and Donald S. Howard. The appendix carries a summary of the recommendations of the Advisory Council on Social Security.

BROWN, C. H. L., and TAYLOR, J. A. G. "Some Observations on the Rate of Interest as Affecting Pension Funds." *Journal of the Institute of Actuaries*, London, Vol. 69, Part III, No. 326 (1938), pp. 274-286. "Discussion," pp. 287-300.

A discussion of private and relatively small public pension funds, with special reference to the problems of determining and attempting to guarantee the rate of interest.

COHEN, JOSEPH. "Social Security and Social Movements." *Sociology and Social Research*, Los Angeles, Vol. 23, No. 4 (March-April 1939), pp. 312-320.

"One of the fundamental social processes now going on in the United States," declares the author, "is an alignment of the people into activities, movements and associa-

tions which in one way or another relate to material security." Two such processes are considered: (1) functional-economic organizations, such as trade-unions, the Grange, and other associations of persons doing the same type of work; (2) panacea or utopian movements, including Technocracy, EPIC, and Townsendism.

EDWARDS, ALLEN D. "A Study of Virginia's Marginal Population." *Social Forces*, Baltimore, Vol. 17, No. 3 (March 1939), pp. 385-395.

Methodology and preliminary results of a study by the Department of Rural Sociology of the Virginia Agricultural Experiment Station in cooperation with the Virginia State Planning Board, the Works Progress Administration, and other agencies. Information is given on the extent, composition, and location of "marginal" persons, and on differential fertility, selective effects of migration, and vertical social mobility between socio-economic groups.

EZEKIEL, MORDECAI. *Jobs for All Through Industrial Expansion*. New York, London: Knopf, 1939. 298 pp.

"Industrial expansion" is the author's new name for the "industrial adjustment" proposed in his earlier book, *\$2500 a Year*. The program would involve legislation "to have each of the key basic industries prepare tentative programs for expanding its operations and pay roll in the year ahead, and then to check and revise those tentative programs against each other to be sure they fit properly." Details are worked out as the basis for a possible "decade of discussion and debate," to result eventually in "some form of positive action when the next great and prolonged depression engulfs us." Employment possibilities are discussed, as well as the potential effects of industrial expansion on liberalized old-age assistance and old-age insurance.

GRIFFING, JOHN B. "The Acceleration of Biological Deterioration." *Sociology and Social Research*, Los Angeles, Vol. 23, No. 3 (February-March 1939), pp. 228-238.

A study of family size in relation to intelligence, with notes on large-scale permanent unemployment as an aspect of biological deterioration.

HENDRICKS, HAZEL A. "Behold the American Pariah." *Social Work Today*, New York, Vol. 6, No. 6 (March 1939), pp. 11-14.

"The first of two articles about America's army of dispossessed migratory workers."

INTERNATIONAL LABOR OFFICE. *Report of the Office on the Question of Discrimination Against Elderly Workers*. With appendixes. Geneva, 1938. 79 plus 33 pp. Processed. (G. B. 85/16/350 and G. B. 85/16/352.)

A preliminary report, prepared for submission to the autumn 1938 session of the Governing Body of the Inter-

national Labor Office, based on data from Belgium, Germany, Great Britain, and the United States, with chapters on statistical evidence, causes of possible discrimination, and remedies. Remedies are classified as direct (employment policy) and indirect (social services). A separate document includes, for the same countries, 23 appendixes on age distribution, placement, maximum hiring ages, and related topics.

"Labour Legislation in British Columbia in 1938." *Labour Gazette*, Ottawa, Vol. 39, No. 2 (February 1939), pp. 159-166.

A summary of the Municipal Superannuation Act (effective April 1, 1939), workmen's compensation amendments, residence qualifications for relief and assistance, and a resolution of the British Columbia Legislature to the Dominion Government favoring more liberal old-age pensions.

MARTIN, ROBERT F. *National Income in the United States, 1799-1938*. New York: National Industrial Conference Board, 1939. 146 pp. (NICB Studies No. 241.)

"This study offers the most complete estimates of national income in the United States that are available for the 140-year period beginning in 1799. The sources and methods used in constructing them are fully explained in the Appendix." National income totals are considered, as are the kinds of private production income (salaries and wages, entrepreneurial income, dividends, interest, and rent) and the industrial sources of such income (agriculture, mining, manufacturing, and so on). The importance of government as a direct source of income is indicated by a rise from 1 percent in 1799 to a peak of 20 percent in 1936.

McMILLEN, WAYNE. "Which Direction Congress?" *Social Work Today*, New York, Vol. 6, No. 6 (March 1939), pp. 5-8.

A review of the proposals of the Advisory Council, the Social Security Board, and the Interdepartmental Committee to Coordinate Health and Welfare Activities.

"New Zealand Social Security Act, 1938." *Monthly Labor Review*, Washington, Vol. 48, No. 2 (February 1939), pp. 322-329.

A summary of the provisions of the general social insurance law of September 14, 1938, which went into effect on April 1, 1939.

PAGE, JAMES E. "Administering Social Security." *Social Forces*, Baltimore, Vol. 17, No. 3 (March 1939), pp. 324-336.

A discussion of the nature and philosophy of insecurity and the Social Security Act, with a description of existing machinery for the administration of job security (including work relief), old-age insurance, and public assistance.

RAFKIND, ISRAEL. "Public Employee Retirement in the United States." *Municipal Finance*, Chicago, Vol. 11, No. 3 (February 1939), pp. 10-13.

Recent interest in retirement pay for public employees is ascribed primarily to the "impetus of the Federal so-

cial security program," but reliance on Federal coverage is not recommended. Methods are discussed for enabling employees to retain pension rights when transferring to other employing agencies.

ROBBINS, RAINARD B. "Revamping Social Security." *Spectator*, Philadelphia, Vol. 142, No. 5 (March 2, 1939), pp. 6-10, 26 ff.

A comparison and summary of the proposals of the Social Security Board and the Advisory Council on Social Security. The recommendations of the Board respecting unemployment compensation and public assistance are generally commended. The two sets of suggestions on old-age insurance are more fully discussed, with criticism of the proposed financial arrangements. An editorial on old-age insurance finance appears on page 38 of the same issue.

STEWART, MAXWELL S. *Social Security*. Rev. ed. New York: Norton, 1939. 398 pp.

The revised edition of Mr. Stewart's book contains statistical data through September 1938 and includes a summary and discussion of the proposals for legislative change offered to the President and the Congress by the Social Security Board and the Advisory Council on Social Security. The main divisions deal with insecurity, the Social Security Act, European experience, and possible new developments in the United States. Chapters have been added on Youth Without Jobs, Four Years' Probation, and Revision in the 76th Congress. A bibliography is included.

HEALTH AND MEDICAL CARE

ALTMAYER, ARTHUR J. "Progress Toward Health Security." *American Labor Legislation Review*, New York, Vol. 19, No. 1 (March 1939), pp. 5-11.

This paper, read at the annual meeting of the American Association for Labor Legislation held in Detroit on December 29, 1938, calls attention to changes in the knowledge and treatment of health problems since the early health insurance movement in the United States and summarizes the recommendations of the Interdepartmental Committee to Coordinate Health and Welfare Activities.

"American Medical Association Study of Medical Care; Report From the Medical Society of Delaware." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 12 (March 18, 1939), pp. 1077-1078.

A study of medical care in Delaware, conducted by the Medical Economics Committee of the State Medical Society, with the assistance of the State Board of Health and the Board of Health of Wilmington. The secretary of the State Medical Society directed the compilation of data and the preparation of the summary.

"American Medical Association Study of Medical Care; Report of Middlesex South District (Mass.) Medical Society, Boston." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 9 (March 4, 1939), pp. 847-850.

The district studied includes the city of Cambridge, but its precise boundaries and population, according to the summary, cannot be defined. The reporting organizations include welfare and relief agencies, hospitals, and similar groups, as well as physicians and pharmacists. The conclusion notes the existence of "difficult problems" which "center about the means of providing medical care for the very poor according to some plan which will provide the attending physician with a financial return sufficient to enable him to maintain self-respect among his fellows."

CRASTER, CHARLES V. "The Medical Care of the Poor and Unemployed." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 5 (February 4, 1939), pp. 437-440.

A description of the Newark, N. J., provision of medical care for low-income groups, with special reference to the city dispensary and experience under the State Emergency Relief Administration. An evaluation of the types of care is included.

"Group Medical Care Under the Farm Security Administration." *Catholic Charities Review*, Washington, Vol. 23, No. 2 (February 1939), pp. 38-44.

An account of the medical-aid program of the Farm Security Administration, with data on the administration, cost, benefits, and statistics of operation of State-wide plans, county plans, and medical programs for migratory agricultural workers.

INTERNATIONAL LABOR OFFICE. *Economic Administration of Health Insurance Benefits*. Geneva, 1938. 332 pp. (Studies and Reports, Series M (Social Insurance) No. 15.)

The latest addition to the social insurance series of the International Labor Office, in three parts: The Principle of Economy in Administration, by Dr. Walter Pryll; The Principle of Economy in National Laws and Regulations; and Documents of an International Character. The first part is a preliminary general study, "from the point of view of the application of the principle of economy," of the "principles governing the curative and preventive measures to be taken for persons insured under social insurance schemes and members of their families." The second part "contains an analysis of the laws, regulations, and principles concerning economical treatment and prescribing in force in Czechoslovakia, France, Germany, Great Britain, Hungary, Poland, and Yugoslavia." The third part describes the work and conclusions of the Committee of Experts of the International Labor Office and "the attitude taken on the subject of economical treatment and prescribing by the International Medical Association and the International Conference on Social Insurance and Medical Aid." A classified bibliography of private and official material is included.

KLEM, MARGARET C. "Family Outlay for Hospital Care." *Modern Hospital*, Chicago, Vol. 52, No. 2 (February 1939), pp. 45-47, 51.

A résumé, with tables, of preliminary data on hospital-care expenses compiled by the study of consumer pur-

chases of the Bureau of Labor Statistics and of the Bureau of Home Economics of the Department of Agriculture. Medical-care and hospitalization expenditures are given by type of care, income, and degree of urbanization of the community. The data were reported by native white families in the period 1935-36.

"President Recommends Health Program." *Social Security*, New York, Vol. 13, No. 3 (March 1939), pp. 5-6.

A discussion of the recommendations of the Interdepartmental Committee to Coordinate Health and Welfare Activities and the message of the President transmitting the report to Congress. The same issue (p. 9) carries an account of proposed health legislation in California and New York, as well as that now before Congress.

ROUTLEY, T. C. "Canadian Experiments in Medical Economics." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 12 (March 25, 1939), pp. 1161-1166.

A description and evaluation of the health insurance act of British Columbia (passed in 1936 but never made effective), the municipal-doctor scheme of Saskatchewan, the Ontario plan of medical care for persons receiving relief, the Winnipeg municipal plan for persons on relief, and the Ontario voluntary plan known as the Associated Medical Services. The statement of principles of the Canadian Medical Association respecting health insurance is included.

SWANISH, PETER T. *The Cost of Dental Care Under Health Insurance; The Probable Cost of Needed Dental Treatment in a Health Insurance Plan, Based Upon a Study of Dental Needs From 4,211 Roentgenograms*. Chicago: Chicago Dental Society, 1938. 40 pp.

An analysis of dental need in relation to other factors, based on estimates, made by the Chicago Dental Society, of "actual dental need" in terms of dollar-cost.

TIMMONS, ROSAMUND C., and GLACKEN, CLARENCE J. "Medicine Follows the Crops." *Survey Midmonthly*, New York, Vol. 75, No. 3 (March 1939), pp. 71-72.

A description of the organization and activities of the Agricultural Workers' Health and Medical Association, whose member families are migratory agricultural workers of California. The Association was created in March 1938 under the Farm Security Administration, with the co-operation of State authorities and the medical association.

U. S. PUBLIC HEALTH SERVICE. NATIONAL INSTITUTE OF HEALTH. *National Health Survey, 1935-1936, Preliminary Reports: Blindness—Amount, Causes and Relation to Certain Social Factors*. Washington, 1938. 8 pp. Processed. (Sickness and Medical Care Series, Bulletin 10.)

Data on the number of blind in the United States, causes of blindness, and blindness in relation to age, sex, color, employment status, and income.

U. S. PUBLIC HEALTH SERVICE. NATIONAL INSTITUTE OF HEALTH. *National Health Survey, 1935-1936, Preliminary Reports: Pneumonia in Urban United States: Frequency, Severity, and Medical Care*. Washington, 1938. 14 pp. Processed. (Sickness and Medical Care Series, Bulletin 11.)

Findings on pneumonia for the total population, with data on variation by age and sex, relation to economic status, and comparison by geographic region and size of city.

WAGNER, ROBERT F. "The National Health Bill." *American Labor Legislation Review*, New York, Vol. 29, No. 1 (March 1939), pp. 13-17.

The text of a radio address in which Senator Wagner discusses his proposed bill (since presented to Congress).

WINSLOW, C.-E. A. "Medical Care for the Nation." *Yale Review*, New Haven, Vol. 28, No. 3 (Spring 1939), pp. 501-520.

A review of medical needs as revealed by the Committee on the Costs of Medical Care and the National Health Conference, with a consideration of proposals for national health services. Particular attention is paid to the basis of remuneration to the physician, with a discussion of the implications of the "cash indemnity" plan, payment on the basis of actual services rendered, payment on the basis of the number of persons served, and payment as salary to a group of physicians.

PUBLIC WELFARE AND RELIEF

"Assistance and Rehabilitation Measures for the Non-Resident and Migrant Unemployed Persons." *Canadian Congress Journal*, Ottawa, Vol. 18, No. 2 (February 1939), pp. 10-11.

A summary of recommendations submitted by the Canadian Welfare Council to the Dominion Government, January 25, 1939, on aid to nonresident and migrant unemployed.

CETRON, DAVID. "Observations of an Investigator." *Iowa State Department of Social Welfare*, Des Moines, Vol. 1, No. 2 (February 1939), pp. 5-12. Processed.

"The purpose of this paper is to present the writer's observations of his work, as a possible help to other investigators in old-age assistance offices."

"Child Adrift in New York." *Better Times; The New York Social Work Review*, New York, Vol. 20, No. 21 (February 17, 1939), pp. 6-15, 29-30.

A study of the kind of care provided for dependent children in New York City since 1636, with special reference to changes in recent years. The advantages of foster care are emphasized.

COLE, WILLIAM E. *An Administrative Study of the Tennessee Department of Institutions and Public Welfare*. Nashville, 1939. 131 pp. Processed. With Supplement No. 1 (February 20, 1939. 10 pp.).

An analysis of the machinery of participation under the assistance provisions of the Social Security Act, including administrative organization, welfare staff, case load, and administrative costs. Recommendations and conclusions are presented, and the supplement supplies added information on the recommendations for child welfare.

GUILD, JUNE PURCELL. "Transients in a New Guise." *Social Forces*, Baltimore, Vol. 17, No. 3 (March 1939), pp. 366-372.

A study of the results of fingerprinting transient men aided by the Richmond Travelers Aid Society in 1938.

LOMASNEY, WINIFRED. "Rural Work—The Challenge." *Social Work Today*, New York, Vol. 6, No. 6 (March 1939), pp. 8-10.

A discussion of professional standards and the methods of improving rural social work.

"Old Age and Blind Pensioners in Canada; Financial and Statistical Summary as at December 31, 1938." *Labour Gazette*, Ottawa, Vol. 39, No. 2 (February 1939), pp. 146-147.

A summary of the provisions of Canadian legislation for old-age and blind pensions, with statistics of operation, by provinces.

PEELE, CATHERINE GROVES. "The Nonresident." *Social Forces*, Baltimore, Vol. 17, No. 3 (March 1939), pp. 379-384.

An analysis of the welfare problems presented by non-residents, with particular reference to preserving a balance between alleviating hardships and retaining local support for welfare programs.

PEIRCE, JOHN M. "California's Old Age Aid; Trend Since 1930 Shown." *Tax Digest*, Los Angeles, Vol. 17, No. 3 (March 1939), pp. 86-91.

A summary, with charts and tables, of the provisions of the California old-age assistance law, its administration, the case-load trend, and the cost.

ROBERTS, VERN E. *Survey of Workers Separated From WPA Employment in Nine Areas, 1937; October-November Survey of Separations, April-July*. Washington: U. S. Government Printing Office, 1938. 22 pp. Processed. (U. S. Works Progress Administration, Division of Social Research.)

Data on amount and source of family income after separation, degree of private employment secured, extent to which reapplication for direct relief was necessary, and the characteristics of workers making satisfactory economic adjustments. The information is compared with a survey made the previous year.

SCHNEIDER, DAVID M. *The History of Public Welfare in New York State, 1609-1868*. Chicago: University of Chicago Press, 1938. 395 pp.

Dr. Schneider describes in detail the evolution of public-welfare patterns in New York State over two and a half centuries. The book consists of four parts: I.—The Congregational System in New Netherland, 1609-64; II.—New York as an English Colony, 1664-1776; III.—Transition, 1776-1823; IV.—The Trend Toward Indoor Relief, 1824-66. A companion volume, which will cover the period 1867-1938, is in preparation by the same author.

SCHNEIDER, DAVID M., and DEUTSCH, ALBERT. *The Road Upward*. Albany: New York State Department of Social Welfare, February 1939. 59 pp. (Social Welfare in New York, No. 1.)

The first of a public-information series in preparation by the New York State Department of Social Welfare, tracing

the history of public welfare in New York State from early colonial times through 1938. The concluding chapter notes some of the basic problems in the field of public welfare which still await solution.

SHACKELFORD, L. B. "Indiana's Volunteers." *Survey Midmonthly*, New York, Vol. 75, No. 3 (March 1939), pp. 73-74.

A description of the use of volunteer welfare workers in conducting a census of crippled children.

SMITH, T. LYNN. "The Demographic Basis of Old Age Assistance in the South." *Social Forces*, Baltimore, Vol. 17, No. 3 (March 1939), pp. 356-361.

The relatively low proportion of aged persons in the southern States is traced to the "small crop of babies in the Civil War decade." Professor Smith predicts a rapid increase in the proportion of aged persons, "with the result that provisions for old-age assistance are likely to be severely strained."

"Social Characteristics of Persons Approved for Public Assistance Between July 1, 1937-June 30, 1938." *Louisiana Public Welfare Statistics*, Baton Rouge, Vol. 2, No. 1 (January 1939), pp. 4-8.

Text and tables on sex, race, residence, marital status, and other characteristics of cases approved in Louisiana for aid under the public-assistance categories.

SPRINGER, GERTRUDE. "The Federal Bread Line." *Survey Midmonthly*, New York, Vol. 75, No. 3 (March 1939), pp. 67-70.

A report concerning the effect on relief of the distribution activities of the Federal Surplus Commodities Corporation.

STRODE, JOSEPHINE. "The County Worker's Job: Beef, Prunes and Ink Blots, and Other Aspects of Aid to Dependent Children." *Survey Midmonthly*, New York, Vol. 75, No. 3 (March 1939), pp. 76-78.

A discussion of some practical problems of the social worker responsible for aid to dependent children in rural areas.

TENNESSEE. ADVISORY COMMITTEE ON CHILD WELFARE. *Report on Child Welfare*. Prepared for the Tennessee Department of Institutions and Public Welfare. Nashville, October 14, 1938. 34 pp. Processed.

A report, based on a study by a committee of 40 citizens under the guidance of Dr. E. T. Krueger, professor of sociology at Vanderbilt University, dealing with aid to dependent children, child-welfare services, and institutions of child care and making recommendations in each field.

TENNESSEE. ADVISORY COMMITTEE ON FINANCE, WAYS AND MEANS. *Recommendations . . .* Based Upon Studies Made by Six Advisory Committees for the Tennessee Department of Institutions and Public Welfare. Nashville, December 1938. 68 pp. Processed.

Six advisory committees were appointed by the commissioner of the Department of Institutions and Public Welfare in January 1938, to study and report upon the

welfare problems of the State. The present document contains these summarized reports and recommendations, which deal with public assistance and direct relief, child welfare, "prevention at the source" (health, education, recreation, etc.), and mental and correctional institutions.

"Two States Lose Federal Pension Funds." *Social Security*, New York, Vol. 13, No. 3 (March 1939), pp. 3-4, 6.

A discussion of political and administrative problems in a number of States. An account of "purges" of old-age assistance rolls in several jurisdictions also appears in this issue (pp. 7-8).

WAKELEY, R. E., and ANDERSON, A. H. *Relief in Rural Iowa*. Ames, Iowa: Agricultural Experiment Station, 1938. 41 pp. (Iowa Agricultural Experiment Station, Bulletin 377, pp. 347-388.)

A comprehensive survey of relief activities in nine Iowa counties during the period 1932-36, with some data for the entire State.

WOOD, SAMUEL E. "Municipal Shelter Camps for California Migrants." *Sociology and Social Research*, Los Angeles, Vol. 23, No. 3 (February-March 1939), pp. 222-227.

A description of the successful operation of the Fresno, California, shelter camp as a "unique municipal experiment in migrant aid and crime prevention."

WYNNE, WALLER, Jr. *Five Years of Rural Relief*. Washington: U. S. Government Printing Office, 1938. 160 pp. Processed. (Works Progress Administration, Division of Social Research.)

"The results of a survey of public and private assistance in rural and town areas for the period 1932-1936. The report is based on data on expenditures and case loads of agencies granting assistance in 385 sample counties and townships in 36 States." Supplementary tables contain monthly data, by type of assistance and by States, for the towns and areas studied. A note on the statistical procedure is included.

UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

BAXTER, W. F. "Mobile Farm Family Camps." *Employment Service News*, Washington, Vol. 6, No. 3 (March 1939), pp. 3-4.

An account of the new mobile camp program to be established on the Pacific coast by the Farm Security Administration. Such camps, in addition to relieving health and sanitation problems, will serve as locations for itinerant offices of the State employment services.

BURNS, EVELINE M. "Common Sense and Unemployment Compensation." *American Federationist*, Washington, Vol. 46, No. 3 (March 1939), pp. 248-258.

A critical discussion of the present system of unemployment compensation, with special reference to the "benefit rate structure, the duration of benefits, and the operation of current eligibility and waiting period requirements."

CALIFORNIA. UNEMPLOYMENT RESERVES COMMISSION.
STATE DEPARTMENT OF EMPLOYMENT. *Three Years of Public Service.* Sacramento, December 31, 1938. 9 pp. Processed.

"This brochure is designed to reveal factual data which may be of public interest in regard to this newest of State administrative functions and which bears such a unique close relationship to the Federal Government." It contains papers by Carl L. Hyde, executive director, and James L. Matthews, chairman, and a brief historical and statistical summary of the State Department of Employment, including figures on benefits and placements.

COOPER, JOHN N. "Evaluating Personnel in State Employment Services." *Employment Service News*, Washington, Vol. 6, No. 3 (March 1939), pp. 6-8.

An "overall picture of what has been done in the various States" to develop forms for evaluating employment service personnel.

FELDMAN, HERMAN, and SMITH, DONALD M. "Progress Toward Experience Rating in Unemployment Compensation." *American Labor Legislation Review*, New York, Vol. 29, No. 1 (March 1939), pp. 34-40.

Strongly affirms the desirability of experience or merit rating and proposes administrative simplification through charging all benefits against the account of the worker's last employer preceding the drawing of benefits. The article is based on a forthcoming report by the authors to the Industrial Relations Counselors, by whom it will be published as *Experience Rating in Unemployment Compensation*.

GALLOWAY, WILLIAM D., and HOYLE, HARRY. "The Determination of Weekly Benefit Rates." *Trends and Totals* (Pennsylvania Division of Unemployment Compensation and Employment Service), Harrisburg, Vol. 2, No. 2 (February 1939), pp. 4-14. Processed.

An account and discussion, with tables, of the Pennsylvania law and experience in determining benefit rates. It is shown that the full-time weekly wage can be calculated in 40 percent of cases, with high-quarter earnings in the other 60 percent.

GOLDY, DANIEL R. "Unemployment Compensation and the Relief Program." *American Labor Legislation Review*, New York, Vol. 29, No. 1 (March 1939), pp. 24-31.

A discussion of the unemployment compensation theory, overlapping between relief and compensation, and possible amendments to minimize such overlapping through liberalization of unemployment benefits.

GREAT BRITAIN. MINISTRY OF LABOUR. *Draft Unemployment Insurance (Increase of Benefits and Reductions of Contributions) (Agriculture) Order, 1939 . . .* London: Stationery Office, 1939. 4 pp. (House of Commons Paper 79, 1939.)

By this order, benefits to all classes in the agricultural scheme are increased and contributions lowered.

GREAT BRITAIN. UNEMPLOYMENT INSURANCE STATUTORY COMMITTEE. *Report . . . on the Financial Condition of the Unemployment Fund on the 31st December, 1938.* London: Stationery Office, 1939. 40 pp. (House of Commons Paper 78, 1939.)

The sixth report on the General Unemployment Fund and the third report on the Agricultural Fund.

HODSON, WILLIAM. "Relief and Unemployment Insurance." *American Labor Legislation Review*, New York, Vol. 29, No. 1 (March 1939), pp. 19-22.

Raises questions on coordination between home relief and unemployment compensation, including "sound liberalization" of the latter by longer duration of benefits, wider coverage, and allowances for dependents.

"How Unemployment Compensation Is Working." *California; Magazine of the Pacific*, San Francisco, Vol. 19, No. 2 (February 1939), pp. 12, 30-31 ff.

Statistical, legislative, and administrative data on unemployment compensation and placement in California.

"Interstate Benefit Claims and Payments." *Trends and Totals* (Pennsylvania Division of Unemployment Compensation and Employment Service), Harrisburg, Vol. 2, No. 2 (February 1939), pp. 19-23. Processed.

Pennsylvania experience with interstate claims from October 1938 through January 1939.

LEISERSON, WILLIAM M. "A Balance Sheet of Benefits." *Survey Graphic*, New York, Vol. 28, No. 3 (March 1939), pp. 215-218, 246-247 ff.

An appraisal of the achievements and shortcomings of the unemployment compensation and placement systems, with an analysis of administrative organization and operating problems.

MATSCHECK, WALTER, and ATKINSON, RAYMOND C. *Problems and Procedures of Unemployment Compensation in the States.* Chicago: Public Administration Service, 1939. 85 pp. (Publication No. 65.)

A study sponsored by the Committee on Social Security of the Social Science Research Council, based on 2 years of research and field investigation. The principal topics are coverage and contribution collection, benefit procedure, partial unemployment, seasonality, and merit rating. Benefit procedure receives extended treatment, with chapters on Employee Earnings Records; Base Period and Benefit Year; Weekly Benefit Rate; and Maximum Amount of Benefits, Eligibility, and Waiting Period. Other questions discussed include administrative costs, coverage of small employers, reporting methods, and the question of payments according to right or need. An appendix deals with simplified benefit procedure, illustrated with specimen forms.

"Migratory Labor: A Social Problem." *Fortune*, New York, Vol. 19, No. 4 (April 1939), pp. 90-100, 112 ff.

A graphic account of the migratory farm labor problem, with emphasis on California. In addition to describing

surface conditions, the article analyzes "the basic causes of this social and economic disruption, the statistics of its extent, the theories of its cure . . ." Illustrated with water colors and photographs.

MITCHELL, JOHN W. "The Waiting Period Prior to Compensation." *Trends and Totals* (Pennsylvania Division of Unemployment Compensation and Employment Service), Harrisburg, Vol. 2, No. 2 (February 1939), pp. 15-18. Processed.

A discussion of the effect of the 3-week waiting period under the Pennsylvania unemployment compensation law, with illustrative data.

NEEDLEMAN, RAE L. "Problems of Payments in Kind." *American Federationist*, Washington, Vol. 46, No. 3 (March 1939), pp. 269-276.

An analysis of the complexities and contradictions arising from payments in kind when such perquisites must be evaluated, as under the NRA and social security legislation. A table shows money equivalents of such pay-

ments under the 38 State unemployment compensation laws having such specifications.

"Size of Individual Payments." *Trends and Totals* (Pennsylvania Division of Unemployment Compensation and Employment Service), Harrisburg, Vol. 2, No. 2 (February 1939), pp. 24-26.

A study of individual benefits for total unemployment in Pennsylvania for January 1939, classified by weekly rate on the basis of a small sample study.

WEBB, JOHN N. "Concepts Used in Unemployment Surveys." *Journal of the American Statistical Association*, Menasha, Wis., Vol. 34, No. 205 (March 1939), pp. 49-59.

A review of different concepts of unemployment based on a study of more than 40 surveys of unemployment, with special reference to the standards formulated in a survey by the Works Progress Administration. There is a discussion (pp. 59-61) by Aryness Joy and Loring Wood, of the United States Bureau of Labor Statistics.